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City Center Specific Plan and Background Report City of Richmond

February 1988

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City Center Specific Plan and Background Report City of Richmond

February 1988

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Honorable Mayor and Members of
the Richmond City Council
City Hall
Richmond, California 94804

and

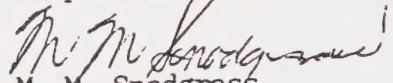
Chairperson Blankenship and
Members of the Richmond Planning
Commission
City Hall
Richmond, California 94804

Ladies and Gentlemen:

The Mayor's Citizens Advisory Committee for the Richmond City Center Specific Plan is pleased to submit the completed City Center Specific Plan and Background Report which was prepared under the direction of the Committee by City staff and the consulting team led by ROMA Design Group. The Committee met regularly over the past two years in order to develop a Plan which will encourage private investment in the City Center thus providing new employment and housing opportunities as well as create a viable urban neighborhood. The development of the Plan was guided by the Committee's consideration of the environmental and social complexities of the former downtown area.

Based on the Committee's recommendations, the Specific Plan establishes overall goals and objectives for the City Center area; hence, it provides broad direction for future development. In turn, these goals and objectives can be achieved through the implementation of the Plan's specific policies and design criteria which provide a conceptual framework to guide development as well as allow for flexibility in design.

Respectfully submitted,


M. M. Snodgrass
Chairperson

AN ORDINANCE OF THE COUNCIL OF THE CITY OF RICHMOND ADOPTING THE RICHMOND CITY CENTER SPECIFIC PLAN AND BACKGROUND REPORT FOR THE AREA GENERALLY BOUNDED BY BARRETT AVENUE ON THE NORTH, 19TH AND 21ST STREETS ON THE EAST, A HALF-BLOCK SOUTH OF BISSELL AVENUE ON THE SOUTH, AND 6TH AND 7TH STREETS ON THE WEST (AREA COMMONLY REFERRED TO AS "DOWNTOWN RICHMOND").

The Council of the City of Richmond do ordain as follows:

SECTION 1. That said City Council pursuant to the California Environmental Quality Act of 1970, as amended, and Resolution No. 27-82 of the City of Richmond hereby certifies that it has reviewed and considered the Final Environmental Impact Report (FEIR) for this Specific Plan which was certified by the Environmental Impact Panel as having been completed in compliance with the CEQA and the State CEQA Guidelines, as amended. This FEIR was prepared for the City of Richmond by Environmental Science Associates, Inc. and consists of two separately bound reports bearing the following titles and dates:

- (1) Draft Richmond City Center Specific Plan Environmental Impact Report, October 14, 1987.
- (2) Addendum: Response to Comments on the Draft EIR, Richmond City Center Specific Plan Environmental Impact Report, December 1987.

The Environmental Impact Panel determined that the Specific Plan for the Richmond City Center would not result in significant (i.e. adverse) unavoidable impacts.

SECTION 2. That said City Council feels strongly about the need for attractive and inviting corridors into the City Center project area as a necessary step for expediting the successful development of the City Center. It is therefore directed that all major corridors leading into the area be made into attractive and inviting gateways devoid of derelict buildings and accumulated debris with resurfaced streets and associated amenities provided in the initial stages of the project development.

SECTION 3. That said City Council hereby reaffirms its commitment to the City of Richmond Affirmative Action Plan, as it relates to the City Center area, by incorporating herein as Exhibit "A" the overall policy statement of the City of Richmond Affirmative Action Plan and, by reference, the entire City of Richmond Affirmative Action Plan.

SECTION 4. That said City Council hereby adopts the recommendations of the Planning Commission and the Citizens Advisory Committee for the City Center Specific Plan and adopts the City Center Specific Plan and Background Report.

SECTION 5. This Ordinance shall take effect and be in force on or after its final passage and adoption.

First read at a regular meeting of the Council of the City of Richmond held January 25, 1988 and finally passed and adopted as read at a regular meeting thereof held February 1, 1988 by the following vote:

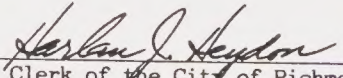
AYES: Councilmembers Washington, Niccolls, Corbin, Marquez, Ziesenhenné, McMillan, MacDiarmid, Griffin and Mayor Livingston

NOES: None

ABSENT: None

Approved:

Mayor


Clerk of the City of Richmond

Approved as to Form:

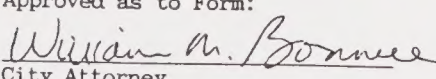

Asst. City Attorney

EXHIBIT A OF ORDINANCE NO. _____

CITY OF RICHMOND AFFIRMATIVE ACTION PLAN -- OVERALL POLICY STATEMENT

It is the policy of the City of Richmond to:

1. Provide equal opportunity in all aspects of City employment and employment in City-assisted projects.
2. Ensure that there is absolutely no discrimination practiced against any person on grounds of race, color, religion, national origin, ancestry, sex, age, disability or marital status in City employment and employment in City-assisted projects.
3. Maximize the employment opportunities for minority persons, women, Richmond residents, disabled persons and low-income persons in City employment and in City-assisted projects.
4. Provide for maximum feasible participation of minority, small, local and female contractors and suppliers in City contracts and City-assisted projects.
5. Provide maximum opportunities for minority persons, Richmond residents and women to establish and operate businesses in City-assisted projects.
6. Provide maximum opportunity for minority, women-owned, and Richmond small businesses to be awarded supply and service contracts, leases and franchises with the City of Richmond.
7. Provide opportunities for minority persons and/or minority business enterprises to participate in the ownership and operation of City-assisted development projects and business ventures.

The City further states that it has a compelling interest in seeking diversity, in redressing historical discrimination against minority persons, women, and businesses owned by such persons, in promoting the economic and social well-being of the City's people and businesses, and in promoting equal opportunity.

To pursue these interests the City adopts and shall implement affirmative action strategies and incentives to (a) increase the number of minority persons, women, Richmond residents, and disabled persons sharing in employment generated in whole or in part by the City of Richmond; and (b) increase the proportion of minority-owned businesses, Richmond resident-owned businesses, Richmond small businesses and local small construction businesses sharing in business opportunities generated in whole or in part by the City of Richmond. The City hereby commits itself to work with developers, businesses, employers, labor unions, construction contractors, service contractors, lessees, and franchises within City-assisted projects to implement the City of Richmond Affirmative Action Plan and to achieve effective affirmative action results.

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OVERVIEW

WHAT IS A SPECIFIC PLAN?

Under California law (Government Code Section 65450 et.seq.), a city or county may use a specific plan to develop specific regulations, programs and legislation to implement its adopted general plan. A specific plan is intended to be a bridge between the local general plan and individual development proposals. They contain the regulations, conditions, and programs necessary to implement the mandated elements of the general plan for a "specific" area within a community. They can combine zoning type regulations and other regulatory schemes into one document which can be tailored to meet the needs of the specific area.

HOW DID THE CITY CENTER SPECIFIC PLAN COME ABOUT?

This document includes the Richmond City Center Specific Plan and background report. It has been prepared under the guidance and direction of a Citizens Advisory Committee which has met regularly over the last 20 months.

The background reports and the Specific Plan are the result of a two-part planning process. The first part of the process included two studies by Lynn Sedway & Associates, an economic and real estate marketing firm hired by the City. Respectively, the studies included an analysis of the past trends and present economic conditions of the City Center area and a regional market overview and projections of market demand for the area from 1985 to 2005. Under the guidance of the Citizens Advisory Committee and using the

market demand projections, ROMA Design Group was commissioned by the Richmond City Council to prepare a specific plan in accordance with California planning law. In turn, the land use scenarios developed as part of the Specific Plan were reviewed by Lynn Sedway & Associates for consistency with their market projections.

In preparation of the Specific Plan, ROMA Design Group prepared three reports: Existing Conditions and Recent Trends: Summary Issues and Opportunities, Preliminary Goals and Objectives; Urban Design Framework, Evaluation of Criteria, and Development Alternatives; and Evaluation of Alternatives. Upon completion of the second report, the Citizens Advisory Committee hosted a joint meeting of the City Council and Planning Commission in October of 1986 to update them on the status of the project and to gain concurrence with the direction of the Specific Plan. This document is based on the findings of that meeting and the culmination of the Citizens Advisory Committee's work.

HOW IS THE SPECIFIC PLAN ORGANIZED?

The Specific Plan is organized in parallel with the structure of the City's General Plan. It includes the following chapters:

1. **INTRODUCTION AND BACKGROUND:** This chapter summarizes the setting and conditions that existed prior to the preparation of the plan, for which the plan provisions are tailored. This includes the history and location, a regional market overview, a summary of development issues and opportunities, existing land use and land conditions, and the relationship of the Specific

Plan to other plans and regulations covering the City Center Area.

2. **AREAWIDE PLAN GOALS AND OBJECTIVES:**

This chapter sets the overall framework for the City Center. It identifies broadly the goals and objectives for development of the City Center. (More detailed goals and objectives for the various elements of the Specific Plan are included at the beginning of each chapter.) This chapter identifies project planning areas within the City Center that comprise significantly interrelated parcels where it is important to coordinate development in order to achieve the goals and objectives. And finally, this chapter includes an "Illustrative Plan" for the City Center. This figure graphically depicts one realistic picture of development that could be achieved under the provisions of the Specific Plan.

3. **LAND USE ELEMENT:** This chapter is the most fundamental component of the detailed provisions of the Specific Plan. This chapter identifies the permitted uses and the basic space and site requirements for various areas within the City Center. The space and site requirements include provisions for:

- height limits
- development intensity
- on-site open space requirements
- minimum parcel size
- noise criteria

4. **CIRCULATION AND PARKING ELEMENT:** This chapter identifies the circulation and parking improvements necessary to serve the development intensity anticipated in the market projections and provided for in the Specific Plan. The "street system" is defined and improvements described for adding streets and widening existing streets to accommodate the projected traffic. The parking provisions are defined that establish a number of parking sub-areas in which off-street parking can be provided in centralized lots or structures. In addition, specific parking requirements for developments in the City Center are defined. Parking restrictions, such as precluding off-street parking along certain streets, are established which will aid in achieving some of the urban design provisions of the Plan. The transit system is defined and interrelationships between development and these public services. And finally, provisions are made for pedestrian and bicycle facilities to serve the City Center.

5. **URBAN DESIGN ELEMENT:** This chapter provides the design framework for the City Center by first establishing the overall design intent for the entire area and then specific design provisions for project sub-areas. The areawide design provisions include:

- Street setbacks and "build-to" lines
- Ground floor commercial/retail requirements
- Pedestrian Circulation improvements
- Transitions to existing neighborhoods

- Commercial signs
- Building materials and colors

6. **CONSERVATION, RECREATION AND OPEN SPACE ELEMENT:** This chapter defines the provisions for conserving and improving the recreation and open space qualities in the City Center. It establishes areawide provisions for the:

- Streetscape system
- Pedestrian network
- Plazas and parks
- Buildings of historic merit

In addition, specific improvements are defined within the City Center area. These improvements are associated with:

- Linkages to I-580
- Nevin Mall improvements
- Macdonald Avenue improvements
- Memorial Park improvements
- City Center Plaza improvements
- Midblock pedestrian passages

7. **PUBLIC FACILITIES ELEMENT:** This chapter identifies the public facilities required to support the development envisioned in the Specific Plan. It includes a description of the existing utility infrastructure and describes an overall upgrading approach recommended to accommodate future development. It also includes provisions for public safety, including police and fire services.

8. **IMPLEMENTATION:** This chapter defines the implementation approach and techniques available to implement the public improvements included in the various plan elements. It includes a description of the:

- Specific Plan adoption process
- Design review procedure
- Development mechanisms (such as joint development provisions for the BART property, a capital improvement program, and sources of financing the capital improvements)

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ONE: INTRODUCTION AND BACKGROUND

1.1 GENERAL HISTORY AND LOCATION

The City of Richmond is located along the western coast of Contra Costa County, California, 16 miles northeast and across the Bay from San Francisco. The area covered by the Specific Plan is the area of the city generally bounded by Barrett Avenue, 19th and 20th Streets, the mid-block line between Bissell and Chanslor Avenues, and 6th-7th Street. In addition, the Specific Plan study included the area bounded by Ripley-Roosevelt Avenues, 28th Street, Ohio Avenue, and Garrard Boulevard (see Figure 1). The City Center area emerged as Richmond's business and retail center in the 1920's and 1930's, and grew in importance as the city industrialized during World War II. Since the more recent establishment of Hilltop Mall on Interstate 80, the primary retail role of the City Center has significantly declined (see Figure 1).

As a response to the socio-economic decline of the City Center, in 1966 the City of Richmond established an urban renewal area within the general area of the City Center and began redevelopment efforts. Many major objectives of the renewal effort have been achieved. They include:

- the rehabilitation or removal of blighted buildings in the renewal plan area;
- the realization of several housing projects;

- the completion of a new Kaiser Medical Center and the Social Security Payment Center; and
- road widenings and streetscape improvements in many parts of the area.

In 1973, BART opened the Richmond Station within the City Center area, thereby providing a significant transit link to the San Francisco Bay region.

The Knox Freeway (I-580), connecting the Richmond-San Rafael Bridge with Interstate 80, is under construction at the present time and will substantially increase the proximity of the City Center with the regional highway network.

The City Center today is a major underutilized land resource in the Bay Area with substantial infrastructure improvements and consolidated land holdings.

1.2 REGIONAL MARKET OVERVIEW AND PROJECTIONS OF MARKET DEMAND

The Regional Market overview and projections of market demand is the second of two studies undertaken by Lynn Sedway & Associates. The purpose of these studies was to provide economic and real estate market data to guide the policies adopted by this Specific Plan.

The following summary of findings considers scenarios of economic activity in 5-, 10-, and 20-year increments. The figures for the City Center contained in this report are not firm projections of expected economic activity, but rather are indications of general directions and magnitudes of

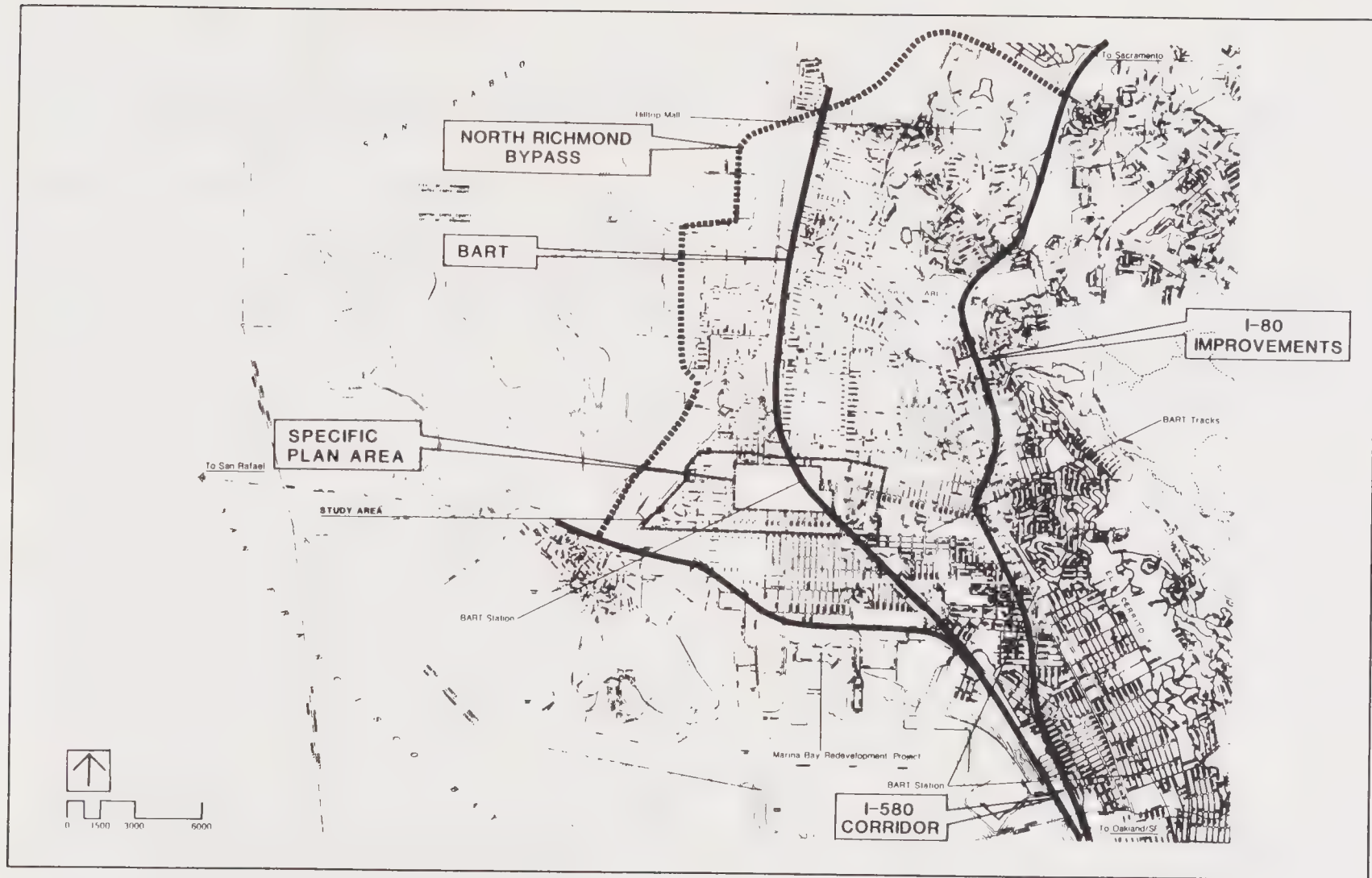


FIGURE 1 REGIONAL LOCATION

RICHMOND CITY CENTER SPECIFIC PLAN

PREPARED FOR THE CITY OF RICHMOND · PREPARED BY ROMA DESIGN GROUP

In Association with ESA, Environmental Analysis · Wilbur Smith and Associates, Transportation Planning · A. N. West, Civil Engineering

change that would occur under various sets of underlying economic assumptions.

General Findings of the Market Analysis

- Population growth in the East Bay is expected to remain strong over the next twenty years, and Richmond should share fully in that growth assuming construction of appropriate residential units.
- Future office development in the Richmond City Center will depend on office construction within its market area and the share the City Center is able to capture.
- Richmond is part of the East Bay office market, which includes all of Alameda and Contra Costa Counties. Office construction in the market area is a byproduct of regional economic growth as well as office usage patterns, which result in a demand for office space. Total employment is projected to increase almost 50 percent over the next twenty years, more than twice the rate of population growth.
- Office employment will grow much faster than general employment due primarily to greater growth in the white-collar sectors. The twenty-year growth is projected to be more than 80 percent, increasing the number of office workers in the market area from 168,000 today to 306,000 in 2005. Most of that growth will be concentrated in the basic industries (i.e., agriculture/mining, construction, manufacturing, wholesale trade, and professional services), with the greatest share in professional services and the FIRE sectors (financial services, insurance, and real estate sectors).
- In the spring of 1986, the supply of office space in the East Bay was about 45.5 million square feet, of which 37.8 million is occupied and 7.7 million is vacant. These estimates include only privately-owned and leased private office space.
- Total East Bay office space is projected to increase to 54.6 million square feet by 1990, to 62.9 million in 1995, and to 79 million by 2005. Total growth for the period will amount to 33.5 million square feet, an increase of 74 percent. This growth is forecast to increase approximately 1.7 million square feet annually through all the time periods considered.
- Office locations decisions in the market area are guided by considerations of rent/cost, accessibility, housing for white-collar employees, and proximity to other businesses. In terms of accessibility, the most important factor is automobile access - as reflected in proximity to highways, level of congestion of the major roads, and parking availability - because automobile commuting is the preferred means of transportation for white-collar workers.
- New rail transit systems generally spur economic activity only if they represent significant improvements in accessibility. To date BART has not had a substantial impact on either office locations decisions or office construction because most areas served by BART already were well served by other forms of transportation. The most noticeable impact of BART has been to slow the suburbanization of office construction in other areas. BART's

importance may increase in the future, however, as highways become more congested and more housing is developed close to BART stations.

Conclusions for the Richmond City Center

- The number of households in Richmond's sphere of influence is projected to increase by about 29 percent over the next twenty years, compared to 22 percent growth in the market area overall. This growth will add almost 10,000 households to the sphere of influence, with 75 percent of this added before 1995 in contrast to the employment growth pattern, which is concentrated in the subsequent ten-year period. Thus, housing availability is expected to precede office development, which corresponds well with the requirements for office attraction. A significant portion of this housing would be for higher-paid employees (e.g., Carriage Hills, Brickyard, Marina Bay).
- General demand for housing in the area would add 1,154 units to the City Center's housing stock if it retains its current market share, as shown in Table 1. The area probably could support more units, however, if residential development were allowed on parcels not now designated for residential use. Demand for housing by new office workers is projected to be small relative to overall housing demand in the City Center.
- The City of Richmond contains 483,000 square feet of office space, which is 18 percent of the East Bay per capita average (total office space divided by population in the sphere of influence). The City Center contains about 221,000 square feet, or 47 percent of the City total; virtu-

ally all of the construction in Richmond occurred more than ten years ago. The important reasons for the lack of recent office construction are: limited highway accessibility and the inadequate supply of housing within the City for higher-paid workers, both of which limit the potential size of the white-collar work force in the area. Richmond also has suffered from poor perceptions within the market area. Richmond enjoys certain locational advantages, such as proximity to major employment and transportation centers and large parcels of assembled, inexpensive, developable land, but these have not been sufficient to compensate for the deficiencies identified.

- Exact forecasts of office development for a small area such as the Richmond City Center are difficult to develop with precision. Thus, three scenarios of growth, summarized in Table 1, have been prepared, each incorporating different underlying economic assumptions for the City Center:
 - In the high-growth scenario, it is assumed that Richmond's locational advantages - large parcels of assembled, inexpensive, developable land; proximity to major employment and transportation centers, good and improving accessibility - are recognized by developers and employers. Richmond and its City Center would capture office growth in excess of the average per capita rate for the market area. This assumption is based on numerous parallels with Concord, where office space is now about one-third more than the per capita average. In this scenario, office growth would total 2.1 million over the next twenty years, with the average annual rate growing over time as thresholds of growth are reached. Office space would total 400,000

TABLE 1

GROWTH IN SPACE BY LAND USE*
RICHMOND CITY CENTER, 1985-2005

	1985-1990	1990-1995	1995-2000	2000-2005	1985-2005
RESIDENTIAL DEVELOPMENT					
Total Units	381	467	215	90	1,154
OFFICE SPACE: Business Services					
Low Growth	4,010	4,040	4,878	4,908	17,836
Moderate Growth	4,010	163,216	246,746	248,263	662,235
High Growth	92,230	277,952	372,354	374,644	1,117,180
OFFICE SPACE: Other					
Low Growth	89,990	72,960	7,622	7,592	178,164
Moderate Growth	89,990	108,784	161,755	160,237	521,766
High Growth	84,770	252,048	334,646	332,356	1,003,820
OFFICE SPACE: Total					
Low Growth	94,000	77,000	12,500	12,500	196,000
Moderate Growth	94,000	272,000	408,500	408,500	1,184,000
High Growth	177,000	530,000	707,000	707,000	2,121,000
RETAIL SPACE: Office Based**					
Low Growth	5,644	4,618	739	739	11,740
Moderate Growth	5,644	10,900	16,350	16,350	49,244
High Growth	8,484	21,209	28,279	28,279	86,249
RETAIL SPACE: Resident Based					
Total	38,947	30,839	13,808	5,750	89,343
RETAIL SPACE: Total					
Low Growth	44,591	35,457	14,547	6,489	101,083
Moderate Growth	44,591	41,739	30,158	22,100	138,587
High Growth	47,431	52,048	42,087	34,029	175,592

*Office and retail space expressed in terms of square feet.

**Includes restaurants, estimated at 40 to 65 percent of total space.

Source: Lynn Sedway & Associates

square feet in 1990, 925,000 square feet in 1995, and 2.3 million square feet in 2005.

- In the moderate-growth scenario it is assumed that over time Richmond's economy would more closely resemble those of other East Bay cities and the City Center would share in that growth. Office space in the City Center would increase to 1.4 million square feet by 2005, an increase of 1.2 million square feet.
- Under the low-growth scenario, the City Center would add only enough office space to serve local population growth. Total growth would amount to 200,000 square feet over the next twenty years. This would be equivalent to two moderate-sized 8- to 10-story buildings.
- Much of the City Center space would be occupied by business services. If East Bay projections are an indication, these services would account for about 660,000 square feet of space in the low-growth scenario and 1.1 million square feet in the high-growth case.
- Some of the office space would be likely to take the form of retail-type space, particularly on the ground floor level. Especially likely would be business services and FIRE sectors, which are more client-oriented. The exact proportion would depend upon the types and designs of buildings approved for the area.
- Absorption of office space would support moderate levels of retail growth. Such retail growth would total approximately 12,000 square feet in the low-growth scenario for office space; 50,000 to 80,000 in the moderate-growth scenario; and 85,000 to 145,000 in the high-growth sce-

nario. Restaurant space would account for 40 to 65 percent of the total.

- Residential growth in the area would support approximately 90,000 square feet of retail space in addition to the office-related retail space. The City Center is not expected to recapture its former regional market share for retail spending, however, because the market is already well served by shopping centers with competitive advantages over the City Center.

Source

Lynn Sedway & Associates. "Regional Market Overview and Projections of Market Demand for Richmond City Center--1985 to 2005." Prepared for the City of Richmond, March 1986.

1.3 SUMMARY OF ISSUES AND OPPORTUNITIES

The issues and opportunities within the City Center Specific Plan area result from the interaction of many physical as well as market factors. While overall market demand is not considered in this description of issues and opportunities, the relationship between the marketability of various uses in specific locations is intrinsic to the discussion. This summary of issues and opportunities considers, independently, topics related to land use and land conditions, existing plans, visual resources, transportation factors, infrastructure factors, and environmental and public service factors.

Figure 2 is a diagram of the Summary of Key Issues and Opportunities. A more detailed identification of these issues and opportunities follows.

Land Use and Land Conditions

1. Commercial Function

The commercial district of the City Center area is presently a vestige of the former downtown and will be limited by the future demand for office and retail uses. A retail function, however, is important to the future character and 24-hour vitality of the City Center, regardless of the intensity or emphasis of the overall development. Specific attributes of the existing setting provide opportunities as well as constraints in planning the retail function:

- The concentration of potential retail street frontage should be limited to a core, pedestrian-oriented district; adequate and convenient street parking and off-street parking for patrons is needed.
- The extent of the retail core is interrupted by the BART tracks overpass separating the core from the Civic Center area centered around 23rd Street. Because of the lack of direct street access to Macdonald Avenue in the vicinity of the underpass, this barrier provides a boundary definition from a primary retail district to the west and the more general commercial uses that are located on Macdonald east of the tracks.
- The extent of the retail core is defined to the west by the recently developed single-family residential neighborhoods. This physical interruption of the retail role of

Macdonald Avenue currently provides a western boundary to the primary retail district.

The primary retail street within the City Center area is Macdonald Avenue. While large gaps occur in the extent of retail street frontage, this portion is distinctive from other sections of Macdonald because of its lack of general commercial uses (including automotive) detracting from the more pedestrian-oriented streetscape. Along Nevin Avenue, on the other hand, recent development has undermined its potential as a major retail street frontage. There are a number of opportunities suggested by the existing conditions of the City Center's retail district:

- Macdonald Avenue has convenient curbside parking. Development plans for the Specific Plan area should take into consideration the importance of convenient curbside parking along portions of Macdonald Avenue when establishing its overall traffic carrying capacity.
- Much of the area's retail character derives from the remnant 20's and 30's commercial building stock. The Market Square redevelopment and Winters Building reconstruction are high quality environments that enrich the shopping quality of the City Center. Sensitive infill between existing buildings of architectural merit and building restoration present difficult but significant opportunities to improve the overall quality of the retail district.
- While the public plaza at Harbour Way and Macdonald Avenue is presently an underutilized public amenity, the role and vitality of the plaza area could be significantly enhanced and the image of the retail district improved by

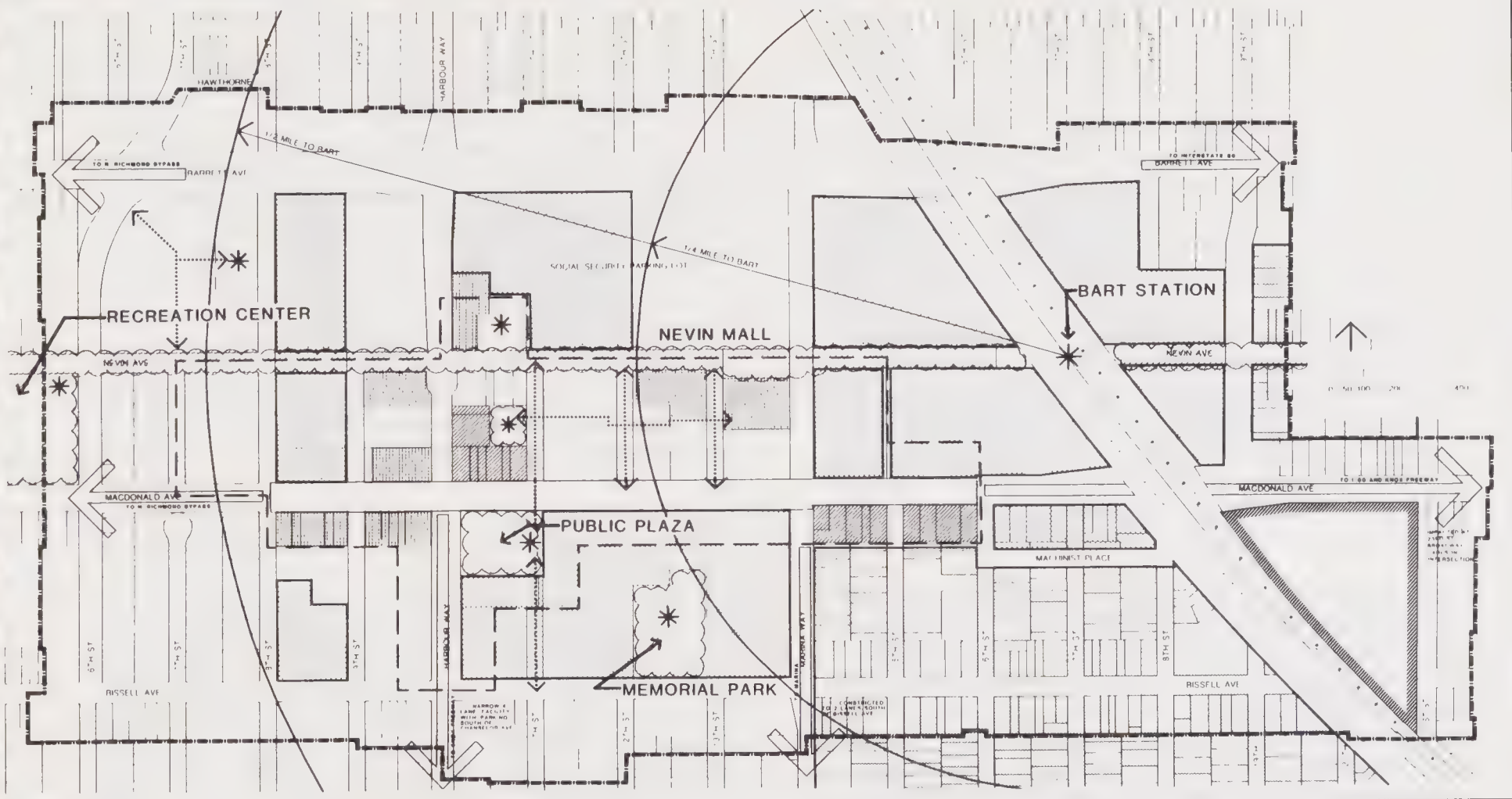


FIGURE 2 SUMMARY OF KEY ISSUES & OPPORTUNITIES

- | | | |
|--|---|---|
| PRIMARY RETAIL DISTRICT | KEY RENOVATION OPPORTUNITY OR INFILL SITE | PEDESTRIAN ORIENTED LANDSCAPED OPEN SPACE |
| PRIMARY RETAIL STREET | UNDER-UTILIZED RESIDENTIAL RESOURCE | EXISTING OR POTENTIAL FOCAL POINTS OR ACTIVITY GENERATORS |
| EXISTING CONCENTRATION OF RETAIL STREET FRONTAGE | PEDESTRIAN LINKAGE | VISUAL SCREENING DESIRABLE |
| MAJOR DEVELOPMENT OPPORTUNITY | REGIONAL ACCESS | |

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supporting retail development in and around the plaza area.

- Though Nevin Avenue is designated a pedestrian mall in the General Plan, and portions are closed to traffic and improved with paving and landscaping, previous major land use commitments disrupt the continuity of retail street frontage. These commitments include the Social Security Payment Building and surface parking lot and the Parking Authority's parking structure. The future role and character of the Nevin Avenue Mall should take into consideration both the immediate constraints to a retail function while recognizing potential long-term opportunities represented by the pedestrian-oriented street.

2. Residential Function

The residential districts of the City Center area include a mixed-density older residential community in the south and east sections, with recent residential developments of two-story townhouses, three-story apartment structures, and two small neighborhoods of single-family residences. The recent developments are the result of Redevelopment activities that have added residents to the Specific Plan area.

The pattern of this development has resulted in a broad range of residential types within the Specific plan area. There is still substantial opportunity for additional residential infill within the older neighborhoods that could provide additional units and upgrade the area surrounding the commercial core activities.

3. Key Development Sites

Major development opportunities within the City Center are the large, assembled parcels with vacant or marginal uses, and the significant amount of land owned or controlled by public agencies. Significant issues affecting these sites include the appropriate use and intensity of development. Among the key development opportunities are:

- The Redevelopment Agency or City own three significant parcels with potentially convenient walk-in connections to the regional transit service. A potentially successful project would carefully integrate vehicular and pedestrian access, enhance the on-site open space amenities, carefully mass structures to maximize street visibility, accommodate realistic phasing, and minimize the adverse impacts of train and auto noise.
- The Redevelopment Agency owns a significant parcel adjacent to Memorial Park that could be oriented around the existing stand of mature trees and have direct pedestrian linkages with BART and the public plaza. The possible inclusion of a retail street frontage along Macdonald Avenue poses important design and feasibility issues. Depending on the mix of uses, this site represents an opportunity to set the direction for the development character and phasing of the entire City Center.
- The City owns a significant site adjacent to Machinist Place, with a recently proposed mixed-use project. The property has good visibility, but no direct access to Macdonald Avenue. It is deep enough to permit some design flexibility, but will be impacted by its proximity to major

noise generators (i.e., Amtrak, BART, and the Macdonald Avenue underpass).

- Adjacent to Kaiser Permanente Medical Center is a site that has been subject to negotiation with Kaiser for the future addition of a 200-bed hospital facility. The adjacent portion of Nevin Street has been abandoned by the City to accommodate the expansion. One issue related to this parcel is the future extension of Nevin pedestrian mall through to the Nevin Recreation Center. A second issue is the feasibility of maintaining the Macdonald Avenue frontage in ground floor retail use, if the Nevin Street frontage is developed as a pedestrian mall with commercial uses.
- Between 8th and 9th Streets and south of Macdonald Avenue is a large Redevelopment Agency parcel. This area is further removed from BART or major automobile access than any of the major development opportunities and is adjacent to a marginally developed area to the southwest.
- The BART parking lots represent a long-term development opportunity when the price of land in the City Center increases beyond the cost of providing replacement parking for BART patrons. The two sites, on either side of the station, represent a significant long-term land reserve with substantial development potential. Current BART policy dictates that any development requires a lease agreement which reasonably precludes residential uses because of market resistance. The property has good access and visibility; it is well landscaped and, in its present condition, does not negatively impact development of adjacent land. To execute a development

agreement on the land would presently require resolution of the existing right-of-first-refusal on air rights that the City holds.

- The Social Security parking lot represents another long-term land resource and potential development site. A large expanse of parking is a convenient holding pattern for land in commercial centers. The size of this lot and its imposition on both Nevin Avenue and Harbour Way provide real constraints to the vitality of the retail function of the City Center. The long-term potential of this centrally located site could provide important development intensification opportunities when land prices make parking structures feasible. The difficulty of achieving the cooperation of the Federal government would require a very long lead time. Still, the site should not be overlooked in evaluating future intensification opportunities.

4. Renovation and Infill

Renovation opportunities or key infill sites within the Specific Plan area are generally smaller parcels within block areas, sometimes with existing buildings of some architectural merit. While there are often difficult constraints associated with their development (e.g., inadequate parking on site, or substantial costs for bringing buildings into conformance with health and safety codes), these sites represent important opportunities. These opportunities include: reinforcing the existing fabric or "grain" of a pedestrian-oriented retail district, or preserving the integrity of the street facade of an older structure that contributes to the retail character of the district. Key renovation or infill opportunities include:

- The Hotel Don is a significant physical resource of potential landmark quality. The tall poured concrete structure with a brick facade helps to enrich the visual quality of the streetscape. While it is currently vacant and in disrepair, finding a viable commercial use for this important visual resource would add immeasurably to the physical quality of the City Center area. Current proposals for this structure include renovation for office or residential use.
- Nevin Avenue currently provides important vehicular access to the heart of the City Center, including direct access to the Parking Authority's structure and delivery vehicle access for existing development. Although the width of the street is narrow, pedestrians and vehicles easily coexist in a pleasant setting. The Nevin Street frontage provides a number of smaller-scaled infill project opportunities. All of them can potentially provide an important ground level street frontage amenity that could improve the pedestrian amenities of the street/mall.
- Macdonald Avenue is currently the primary retail street with convenient curbside parking. It also serves as an arterial through the City Center. Two sites at the intersection of Harbour Way and Macdonald are key opportunity sites at what is an important intersection in the City Center. Neither site is appropriate for on-site parking. Consequently, any future development must provide for appropriate parking in a convenient location.

5. Open Space System

The basic elements for an attractive open space system serving the City Center are already in place or planned.

The major components include: the Nevin Avenue Mall, Public Plaza, Memorial Park, and the Nevin Recreation Center. In addition, a number of high quality open space linkages exist in the heart of the City Center because of the street tree planting and pedestrian scale of the streets.

An open space system tying together these various elements and supporting adjacent development objectives is presently lacking. Once established, it could potentially help to: structure the roles of the various streets, provide substantial amenities for adjacent development, and provide convenient pedestrian access to BART to capitalize on this transportation resource as an economic generator. The open space system could also be utilized to create the gateways to the City Center and improve the definition and image of the area.

The AC Transit yard is a significant visual blight within the City Center area. Visual screening of this facility from the street would improve the open space system and be desirable regardless of the future character of the City Center. Current plans include on-site improvements, but no major changes in use of the facility.

Transportation Factors

1. Street System

The street system within the Specific Plan area has been substantially improved as part of the redevelopment process. In addition, new regional improvements are planned or under construction that will serve the area.

- The Knox Freeway and I-80 improvements will improve local and regional access.
- The North Richmond Bypass could improve downtown access, and potential connections should be considered.
- The 23rd Street railroad grade separation project is an important element affecting study area access.

Factors affecting future development of the City Center:

- Localized constraints on the street system serving the City Center may have an impact on access.
- Marina Way capacity is limited to two lanes by the railroad overcrossing.
- Harbour Way is a narrow four-lane facility, constricted somewhat by on-street parking south of City Center.
- Barrett Avenue, west of 6th Street, and Macdonald Avenue, within the City Center Specific Plan area, are limited capacity streets; both could incorporate two lanes in each direction if parking was removed.

2. *Parking*

Off-street parking spaces include approximately 2,000 private spaces and 1,100 public spaces. There is only one parking structure, with 226 parking spaces. On-street parking is provided throughout the Specific Plan area but restricted on streets close to BART and in the central retail district.

- There is a significant surplus of public parking supply in the City Center area, which could accommodate new demands.
- Peak parking demand at major private facilities (i.e., the Social Security Payment Center), on the other hand, typically exceeds 90 percent of available supply.
- Vacant parcels of land could be developed as interim parking facilities or permanent joint use parking/commercial projects.
- On-street parking is an important service for retail uses, and an important consideration with respect to the trade-offs relative to parking supply and traffic capacity.

3. *Transit*

The Specific Plan area is served by BART, AC Transit, Traveler's Transit, and Amtrak.

- Surplus transit capacity will attract and accommodate riders generated by new development in the City Center.

Utilities

The study area is very dense with existing storm drainage, sanitary sewer and water facilities. All appear to be adequate for the existing development except for some minor localized problems. Depending on the future development, relocations and realignments of the existing systems may be necessary.

Environmental

As part of the analysis that was conducted during the preparation of this Specific Plan, an environmental review was conducted to identify potential impacts and recommend possible mitigation measures. During the course of the evaluation of alternatives, this environmental review was extended to define more precisely the impacts of various intensities and kinds of development. This Specific Plan has been prepared as a "mitigated plan" in that it incorporates directly into the plan provisions for all feasible mitigations to identified impacts.

As part of the continuing environmental component of this Specific Plan preparation and approval, it is anticipated that an expanded study will be completed and a negative declaration prepared as the appropriate environmental documents to accompany this Specific Plan.

In addition, the City has prepared and circulated a negative declaration for the amendment to the Richmond General Plan that was drafted to bring the Specific Plan and General Plan into conformance.

1.4 EXISTING LAND USE AND LAND CONDITIONS

Study Area Existing Land Use

The study area for the Richmond City Center Specific Plan is generally bounded by Ripley and Roosevelt Streets on the north and Ohio Street on the south and stretches from the Civic Center area to the Santa Fe rail yards at Garrard Boulevard. This study area includes entirely the Project

10-A Redevelopment Area as well as portions of adjacent neighborhoods on all sides.

A survey of existing land use within the study area was completed as part of this Specific Plan preparation (ROMA). The generalized uses are mapped on a block-by-block basis, indicating the predominant land uses (see Figure 3). The uses include:

- Residential: multiple family, single family, and mixed density
- Commercial
- Industrial
- Community Facilities: civic center, schools, parks, and churches.
- Vacant

Within the study area is the Specific Plan area for which land use development policies and guidelines were prepared. The land use pattern in this area has been mapped separately in more detail and is not shown on the study area figure.

A number of coherent neighborhoods or districts are recognizable despite the generally fragmented nature of the land uses surrounding the City Center area. Notable among these neighborhoods or districts are:

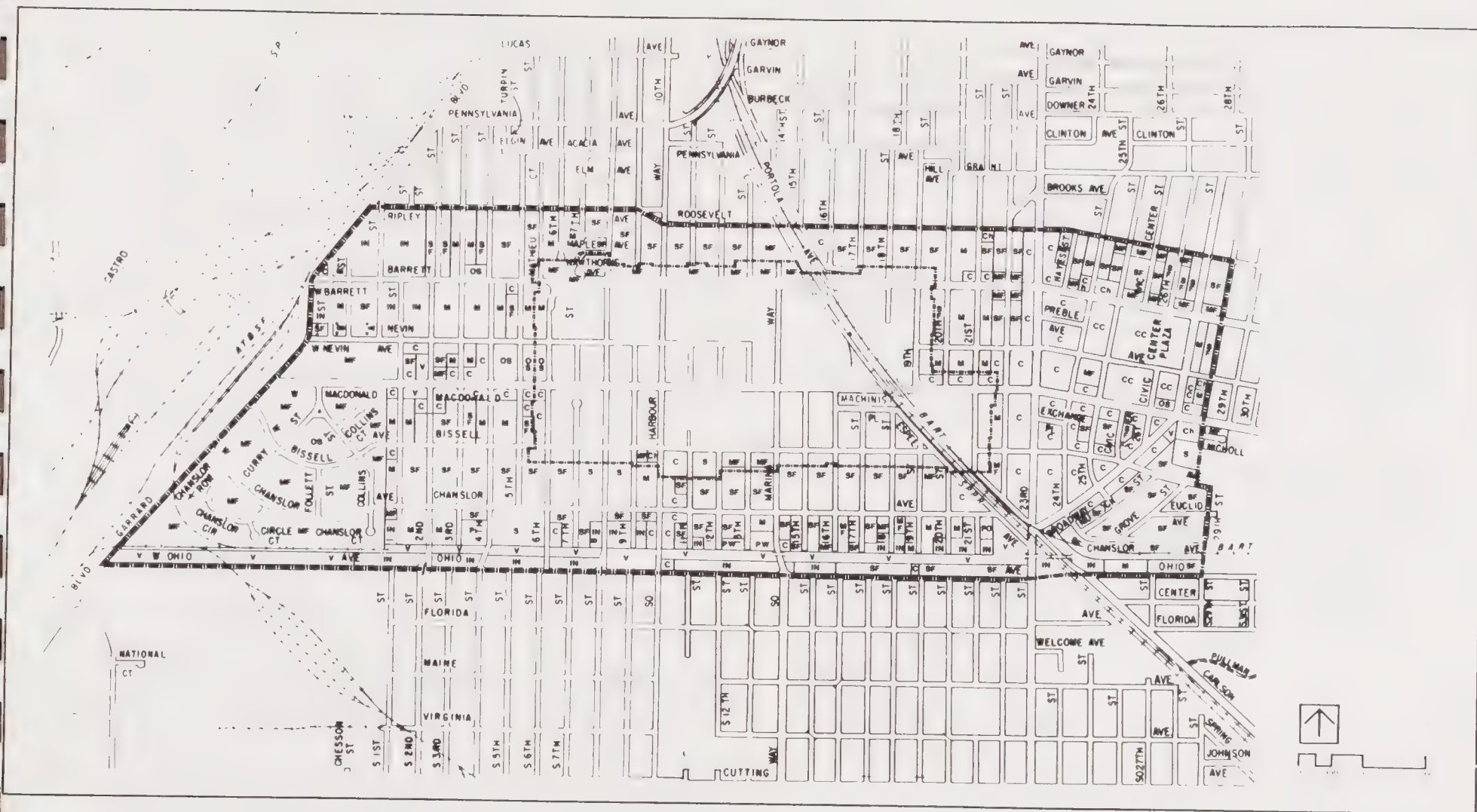


FIGURE 3 STUDY AREA GENERALIZED LAND USE

RESIDENTIAL

MF MULTIPLE FAMILY
SF SINGLE FAMILY
M MIXED DENSITY

IN INDUSTRIAL

C COMMERCIAL
V VACANT
OS OPEN SPACE

COMMUNITY FACILITIES

CC CIVIC CENTER
S SCHOOLS
CH CHURCHES
PW PUBLIC WORKS
PO POST OFFICE

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1. Public Facilities

- The Civic Center complex;
- The two-block area Gompers High School;
- The two-block area public park, community center, and City museum.

2. Commercial Districts

- The auto-oriented strip commercial along both sides of 23rd Street through the length of study area;
- An established medical professional office complex concentrated along Broadway, the short diagonal street connecting 23rd Street with Macdonald Avenue.

3. Residential Districts

- Metropolitan Square, an enclave of well-kept single-family homes located between the Broadway diagonal and the BART tracks;
- Atchison Village, a successful and notable housing cooperative located at the extreme western edge of the study area and physically bounded on two sides by railroad tracks.

4. Industrial Districts

- A concentration of large-scale industrial uses at the extreme northwest corner of the study area, dominated by a major steel fabrication facility;
- A concentration of manufacturing and other industrial uses along the northern and southern boundaries of the AT&SF Railroad ROW, with access generally from the north-south cul-de-sacs that serve the residential areas immediately adjacent. This area includes the City of Richmond Public Works Corporation Yard.

Except for these major identifiable areas, the land use pattern within the study area, and surrounding the Specific Plan area, is characterized by a mix of single-family and multiple-family residential uses intermingled with commercial uses and even industrial uses in the western portion of the study area. These areas include a large number of vacant lots, substandard lots and structures, and vacant buildings.

Specific Plan Area Existing Land Use

The area for the Richmond City Center Specific Plan includes the partial blocks along the outer perimeter of Barrett Avenue on the north, Bissell Avenue on the south, 6th Street on the west, and 19th and 21st Streets on the east. This study area includes all of the redevelopment project area, however, the boundaries are not coterminous with the Project 10-A Redevelopment Area.

A survey of existing land use within the Specific Plan Area was completed as part of this Specific Plan preparation

(Richmond Planning Department and ROMA). The survey is summarized in Table 2. The uses are mapped on a parcel-by-parcel basis (see Figure 4). The uses include:

- Residential: multiple family and single family
- Commercial: office, government office, general commercial, financial, and medical related
- Community Facilities: Schools, Churches, Handicapped Services, Child Care, and City Public Works
- Parking
- Open Space
- Vacant

1. Parking and Vacant Land

The predominant land use in the study area is parking. In addition to the two BART parcels totaling some 12 acres developed as surface parking, there are major surface parking lots serving the Social Security Payment Center and Kaiser Hospital, Redevelopment Agency land currently used as parking for the commercial uses and BART overflow, and scattered parking areas in private ownership. There is one parking structure in the Specific Plan area owned by the Parking Authority. AC Transit has a major bus storage facility east of the BART tracks and south of Macdonald.

2. Residential Uses

Residential uses occupy the second largest land area. Sub-areas within the Specific Plan area can be identified, including:

- The New Multiple-Family Strip. North of Barrett and at the extreme north west corner, multiple-family housing development promoted by the City redevelopment process has established a high quality edge to the commercial core. In addition, two new multiple-family projects are currently under construction on Bissell Avenue between 12th Street and Marina Way.
- The New Single-Family Neighborhood. At the western edge of the Specific Plan area, 44 new single-family homes have been developed. These homes provide a distinctly contrasting image to the character of the adjacent commercial core as well as the ragged edge of residential and commercial uses along 6th Street and Bissell Avenue.
- The Old Mixed-Density Neighborhood. South of the BART station is an older neighborhood built on the original parcelization. This area is a major concentration of housing in the Specific Plan area. The area is characterized by a mix of single-family and multiple-family structures, two large vacant lots and a scattering of several small vacant lots, and some residual commercial development concentrated along Marina Way and Macdonald.

TABLE 2

EXISTING LAND RESOURCES IN THE SPECIFIC PLAN AREA
(in Acres)

	Within Project 10-A	Outside Project 10-A	Total
1. BART, Railroad Right of Way	0.0	9.9	9.9
2. Streets	31.8	25.8	57.6
3. Parking or Vacant			
BART	1.9	7.0	9.8
Private	13.1	0.3	13.4
City Owned	7.5	0.5	8.0
Other	0.7	0.0	0.7
Total	37.8	13.9	51.7
4. Residential			
Multiple Family	13.2	4.6	17.8
Single Family	6.8	10.5	17.3
Total	20.0	15.1	35.1
5. Commercial			
Government	6.6	0.0	6.6
Medical	1.6	0.04	1.6
Other	6.7	5.0	11.7
Total	14.9	5.04	19.9
6. Community Facilities			
Public Schools	0.5	1.2	1.7
Other	1.2	2.1	3.3
Total	1.7	3.3	5.0
7. Open Space	<u>4.6</u>	<u>1.4</u>	<u>6.0</u>
TOTAL	110.8	74.4	185.2

Source: ROMA Design Group



FIGURE 4 EXISTING LAND USE (JULY, 1986)

RESIDENTIAL

MF MULTIPLE FAMILY
SF SINGLE FAMILY

COMMERCIAL

O OFFICE
GO GOVERNMENT OFFICE
C COMMERCIAL
F FINANCIAL
M MEDICAL

COMMUNITY FACILITIES

CH CHURCH
HS HANDICAPPED SERVICES
CC CHILDCARE
PW CITY PUBLIC WORKS
S SCHOOL
PO POST OFFICE

PARKING

P PARKING AT STREET LEVEL
PS PARKING STRUCTURE
OS OPEN SPACE
V VACANT

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3. Commercial Uses

The commercial uses include the vestiges of the former central business district of the City Center. However, the current mix of commercial uses is dominated by government offices with some general commercial and retail uses, including two new fast food establishments.

- **Government Offices.** The Social Security Payment Center dwarfs all other development in the City Center in scale and visual impact. While the largest employer in the Specific Plan area (as high as 1,700 employees during the peak summer hiring period), the facility itself is a high security building. It is not open to the public and extensive security provisions keep the general public out of even the ground floor lobby areas. In addition to this major facility are: 1) a social security district office (open to the public), and 2) a Contra Costa County Human Services Office (in space leased from a private owner).
- **Medical Facilities.** The Kaiser Permanente Medical Center occupies a single large parcel assembled by the Redevelopment Agency. Most of the parcel is currently used as surface parking. A single dental professional office is located on 16th Street south of Macdonald and utilizes an adjacent parking lot with access directly from Macdonald.
- **Financial Offices.** There are two banks within the Specific Plan area.
- **Retail Services.** The existing retail services are clustered predominantly along Macdonald and Harbour Way. The existing ground floor retail frontage is extremely limited and, overall, the pattern of retail uses is broken by vacant

buildings or cleared parcels. One notable exception is the block northeast of Harbour Way and Macdonald. This block includes a number of restored buildings with viable commercial uses and significant ground floor visual interest. A central landscaped plaza (owned by the Redevelopment Agency) provides convenient off-street parking and access to the rear of the remodeled commercial structures. Market Square Mall is a renovated two-story commercial project with orientation to both the street side and the plaza and with a ground floor pedestrian mall connecting them. There is one neighborhood food market located on Macdonald between 7th and 8th Streets.

- **General Commercial.** There is some auto-related commercial activity, notably at Harbour Way and Bissell, and along Macdonald at the 19th Street entrance to the BART station. Along Macdonald Avenue, east of the BART overpass, the street takes on the character of its historic strip commercial role.

4. Community Facilities

There are a number of community facilities located within the Specific Plan area, some privately supported, but most publicly supported. The facilities include:

- **Three churches.**
- **Schools.** A church school associated with the Lutheran Church on Barrett Avenue and 19th Street, as well as Gompers High School, occupy two city blocks on Bissell Avenue between 7th and 9th Streets. In addition, the

School District offices are located on Bissell Avenue between 11th and 12th Streets.

- **Handicapped Services.** The former fire station located at Barrett Avenue and 19th Street is currently used as a facility for handicapped services.
- **Child Care.** As part of a multi-family residential project, a child care facility is located on 8th Street. The facility is owned and operated by the Greater Richmond Community Development Corporation.
- **Public Works.** A small storage building has been temporarily located on lands owned by the Redevelopment Agency adjacent to the BART station. The building is used by the City Department of Public Works.

5. *Open Space*

The existing open space improvements within the Specific Plan area include dedicated parks, an area set aside for a future park within the redevelopment area, and various improved pedestrian zones.

- **Nevin Center.** At the extreme western edge of the Specific Plan area, the City has improved a 4.38-acre site as a park. Formerly two city blocks, 5th Street has been closed off to create a large, open city park. Improvements within the park include a youth recreation center with off-street parking and the West Contra Costa Museum housed in the historic "Old Library Building".
- **Public Plaza.** At the southeast corner of Harbour Way and Macdonald Avenue, the Redevelopment Agency has

developed a landscaped square of approximately 1.1 acres. The improvements include terraced lawn areas, a paved plaza at the top of the terraces, paved circulation paths around the perimeter of the lawn area, and a large cascade fountain that is not presently operating. Except for the activity around the bus stop adjacent to Macdonald Avenue, the public square suffers from the lack of surrounding development and is not significantly utilized.

- **Memorial Park.** An approximately 1.4-acre park site has been designated in the Redevelopment Plan on the Bissell Avenue frontage of the large, vacant super block between Harbour and Marina Ways owned by the Redevelopment Agency. The future park has many mature, full grown trees including specimen-sized Sycamores, Cedars, and Camphor trees. The ground area is not improved but includes remnants of asphalt paving.
- **Nevin Mall.** As part of the General Plan, Nevin Avenue between 23rd Street and the Nevin Recreation Center has been designated a pedestrian mall. The segment between 13th and 19th Streets has been closed to traffic and improved with paving, landscaping, and a fountain located in front of the Social Security Payment Building. The mall provides direct pedestrian access to BART and the Amtrak stations.
- **Other Pedestrian Improvements.** A mid-block, landscaped pedestrian path has been provided by the Redevelopment Agency between 11th and 12th Streets adjacent to the Agency parking structure. The path interconnects: market square plaza (also used for parking), a second phase development site owned by the Greater

Richmond Development Corporation and presently landscaped, and a future mid-block extension of the path easterly through the adjacent block.

Parcelization and Ownership

More than 50 percent of the Specific Plan area is owned by public or quasi-public agencies. With this degree of public control of the lands, the area presents the opportunity for a significant level of public planning and coordination. The existing parcelization and ownership for the Specific Plan area are shown on Figure 5.

The biggest land owner is the City. The City holds direct title to several parcels and also controls land through the Redevelopment Agency, the Parking Authority, and the Housing Authority.

Substantial land holdings are controlled by a number of other public agencies. Chief among these are BART and the Federal Social Security Agency. In addition to these, parcels are held by AC Transit, the Richmond Unified School District, and the United States Post Office.

Additionally, quasi-public agencies such as the Greater Richmond Community Development Corporation, EBMUD, and PTT own several parcels.

The existing private ownership is spread throughout the Specific Plan area. The largest private land owner is Kaiser Permanente Hospital. Significant parcelized private holdings are concentrated in the new single-family developments on the western edge of the Specific Plan area and

in the older residential district south of Macdonald and east of Marina Way.

Figure 5 also indicates contiguous ownership patterns in the private sector. These are adjacent parcels with a common owner. In many cases, contiguous ownership can represent the intention to control larger parcels for the purposes of private redevelopment. This is especially true in areas like that south of Macdonald and east of Marina Way. While no time frame is apparent, the underlying zoning in this area would permit higher intensity development with the appropriate assembly of parcels.

Land Utilization

Land utilization is a measure of the comparative level of property improvements of the privately owned lands. The measure is based on the ratio of assessed improvement value to assessed land value and is taken from the County tax roles.

Generally, a higher land utilization ratio indicates that the property has a higher degree of economic utility. The lowest land utilization would indicate that the property is totally undeveloped (e.g., vacant). For the purposes of indicating the range of land utilization within the Specific Plan area, ratios are calculated and then classified into ranges (see Figure 6).

Since land utilization ratios are taken from the assessor's role, they can also be influenced by other factors besides actual value of improvements. Property is usually assessed when it is sold or when major improvements are undertaken. Assessments can lag and comparably developed



FIGURE 5 PARCELIZATION AND OWNERSHIP

CITY OF RICHMOND	PUBLIC FACILITIES AND COMMUNITY SERVICES	QUASI PUBLIC AGENCIES AND UTILITIES
R RICHMOND	S SCHOOLS	DC GREATER RICHMOND DEVELOPMENT CORP.
RA REDEVELOPMENT AGENCY	PO POST OFFICE	U EBMUD, PTT
PA PARKING AUTHORITY	SS SOCIAL SECURITY	
HA HOUSING AUTHORITY	B BART	
PRIVATE	AC AC TRANSIT	
□ CONTIGUOUS OWNERSHIP		

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In Association with ESA, Environmental Analysis · Wilbur Smith and Associates, Transportation Planning · A. N. West, Civil Engineering



FIGURE 6 LAND UTILIZATION



LAND UTILIZATION = RATIO OF ASSESSED IMPROVEMENTS
TO ASSESSED LAND VALUE

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property can have different assessed valuations. For this reason, land utilization ratios need to be interpreted on a generally comparative level. Trends or area-wide characteristics are more significant than absolute values.

For the Specific Plan area, the ratios range dramatically. The highest values are generally in the residential and commercial areas improved as a result of the redevelopment process. Specifically, the multiple-family projects along Barrett Avenue and the single-family projects at the western edge of the plan area have some of the highest land utilization ratios. Higher values are also attributable to the renovated commercial block north-east of Macdonald and Harbour Way and the newer multi-story office building leased to the County Department of Human Services. In addition, there are several parcels in the residential neighborhood south of Macdonald and east of Marina Way with high land utilization ratios.

Sources

City of Richmond Planning Department

Contra Costa County Assessor

ROMA Design Group

1.5 EXISTING PLANS AND REGULATIONS

The existing regulatory framework for the Richmond City Center Specific Plan includes the current policies and standards guiding development in the following principal documents:

1. The City of Richmond General Plan
2. The Project 10-A Redevelopment Plan
3. Policy Plan for the Iron Triangle (Local Area Plan)
4. The City Zoning Ordinance
5. BART documents including the BART Access Plan and Joint Development policies and planning reports

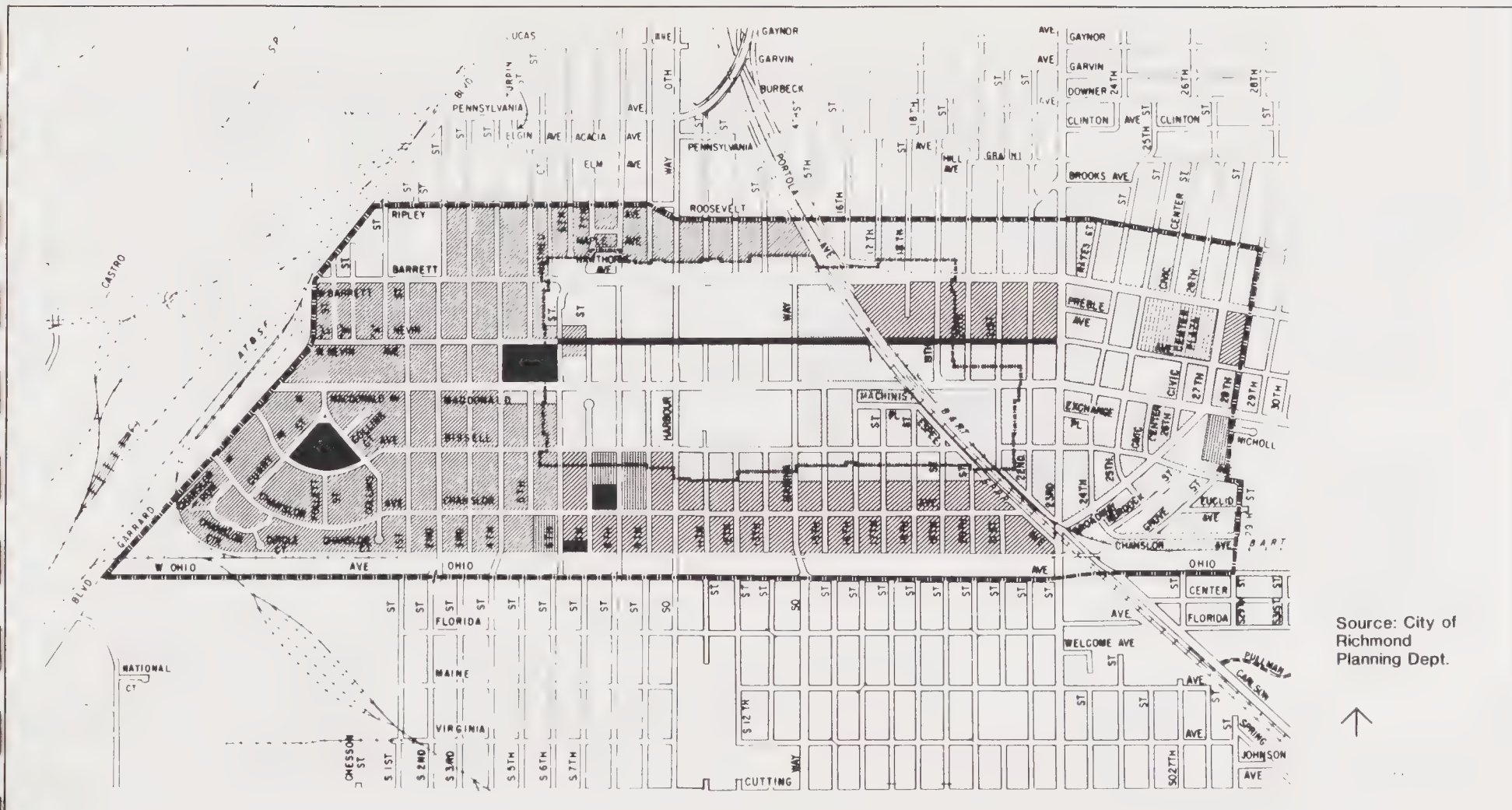
Richmond General Plan

The City of Richmond General Plan contains goals and policies to guide the development of the City. The General Plan was adopted in 1964. The Concise General Plan document was approved in 1982.

1. Land Use Designations

The General Plan provides for the development of a strong and visually dramatic community core comprising the Central District, the rapid transit station, the Civic Center, and the Uptown Business District. The Central District is envisioned as a "compact center" with a concentration of offices, retail services, apartments, and amenities for pedestrians. Such development will complement the existing commercial facilities, the Federal Social Security Payment Center, and the BART rapid transit station. (See Figure 7.)

The General Plan defines a pedestrian mall along Nevin Street stretching from 23rd Street, through the BART facility, to the community park at 6th Street.



Source: City of
Richmond
Planning Dept.

FIGURE 7 GENERAL PLAN DESIGNATION JANUARY 1986

LAND USE

RESIDENTIAL DENSITY

- URBAN HIGH (20.0 OR MORE D.U./NET ACRE)
- URBAN MEDIUM (13.0 TO 19.9 D.U./NET ACRE)
- URBAN LOW (7.0 TO 12.9 D.U./NET ACRE)

COMMERCIAL AND INDUSTRIAL

- REGIONAL OR COMMUNITY CENTER
- GENERAL COMMERCIAL
- COMMUNITY FACILITIES
- GOVERNMENT OFFICE OR PUBLIC SERVICE
- PUBLIC SCHOOL

TRANSPORTATION - CIRCULATION

- PEDESTRIAN MALL
- RECREATION AND PARKS
- COMMUNITY PARK, NEIGHBORHOOD PARK, SCHOOL PLAYGROUNDS

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The specific land uses include two commercial designations, three residential designations, one industrial designation, and identified community facilities and community parks.

- The Central Business District. The Central Business District of Richmond is the principal business, office, service and entertainment center of the Planning Area. It is located where major transportation routes and facilities make access convenient and fast.
- General Commercial Areas. This use includes commercial uses that do not fit into a conventional shopping center and do not belong in the Central Business District. The uses include automobile-oriented (e.g., along 23rd Street), long-time strip commercial areas (e.g., including portions of Macdonald Avenue), and can include the concentration of medical professional offices (in the triangle formed by Broadway, Macdonald, and 23rd).
- Urban High-Density Residential Areas. The density envisioned is 20.0 or more dwelling units (d.u.) per acre. These areas are generally located at the northeast quadrant of BART and along a portion of the northern edge of the AT&SF Railroad ROW.
- Urban Medium-Density Residential. The density envisioned is 13.0 to 19.9 d.u. per acre. These areas are generally located in the western third of the Study Area but also extend to the north beyond the Study Area boundaries.
- Urban Low-Density Residential. The density envisioned is 7.0 to 12.9 d.u. per acre. There are two important

neighborhoods with existing high quality residential environments generally to the north and south of the Civic Center Area.

- General Industry. There is one general industry land use designation within the Study Area located at the extreme northwest corner adjacent to the AT&SF Railroad ROW.
- Community Facilities. These include the Civic Center concentration as well as school sites in the Study Area.

2. Relationship to This Specific Plan

The Richmond City Center Specific Plan implements the basic provisions of the existing General Plan. Minor differences in specific land uses for a number of areas are a result of the Specific Plan objectives to protect recently developed multiple-family areas and single-family areas. To bring the Specific Plan and General Plan into conformance, the City has initiated a General Plan Amendment to modify the General Plan.

The Project 10-A Redevelopment Plan

An urban renewal project, designated 10-A, was developed in 1966 and amended in 1973 with the intent of redeveloping the Richmond downtown. The redevelopment area contains 110.8 acres. The boundaries are shown on Figure 8.

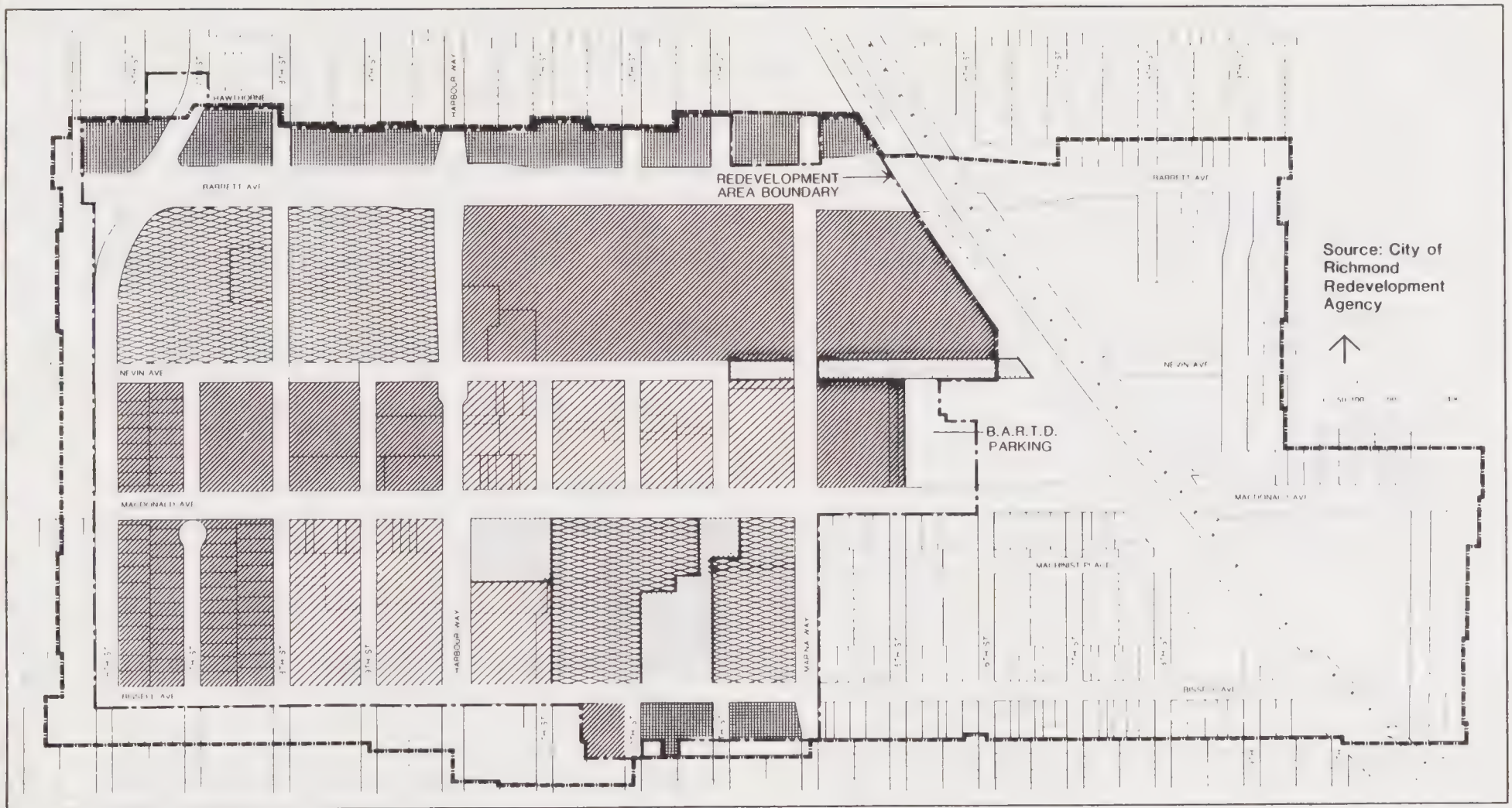


FIGURE 8 REDEVELOPMENT PLAN DESIGNATION
(Prior to September 1987 Redevelopment Plan Amendment)

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1. Development Objectives

While many individual projects have been achieved within the Redevelopment area, most of the objectives that were identified for the original urban renewal project are still relevant. The overall project objectives include the following:

- to remove structurally substandard buildings, eliminate blighted influences, provide land needed for public facilities, remove impediments to land development, and achieve appropriate changes in land use;
- to provide the framework within which restoration to the economic and social health of the Project and its environs will be accomplished by private actions;
- to guide development toward a satisfying and total urban environment which reflects concern for high level architectural and urban design principles and which enrich the social, educational and cultural life of the community;
- to provide sound and attractive residences of proper economic base and proportion with emphasis upon private housing suitable to the needs of the existing residents;
- to provide a catalyst for an extreme economic revitalization in and around the Downtown Project, thereby creating substantial job opportunities for the unemployed and underemployed, and to effect the removal of impediments to land disposition and development through acquisition and for assembly of land into reasonably sized and shaped parcels served by an improved street system and improved public utilities.

2. Specific Land Use Provisions

The land use concept for the urban renewal plan provides for three basic land uses: commercial, residential, and open space (plazas, malls, and parks). Two additional classifications were established to provide for alternate and/or dual land use development. These were designated as commercial/residential or residential/commercial to indicate a preference. The alternate or dual land use categories predominate in the land use plan, providing substantial flexibility for its implementation. The only areas actually designated exclusively for commercial use were: the central core of four blocks bounded by Macdonald, Nevin, Harbour Way and Marina Way; the partial block bounded by Macdonald, Harbour Way, 11th and the City Plaza; and the superblock bounded by Macdonald, Bissell, Harbour Way and Eighth.

3. Intensity Provisions

Within the 110.8 acres, the urban renewal plan envisioned:

- commercial uses - no overall intensity limits were established.
- residential uses - a total of 845 units at an overall average density of thirty-five (35) dwelling units per net usable acre.
- open space - not less than three acres. (This included the City Plaza, Memorial Park, and Nevin Street Mall.)

4. Development Controls

Development controls in the Redevelopment Plan are confined chiefly to parking standards though, for residential uses, some additional standards apply. The controls are summarized in Table 3.

In addition to these standards, there is a landscaping requirement for all uses for all portions of the site not covered by buildings or paved.

5. Relationship to This Specific Plan

The Richmond City Center is generally consistent with the Project 10-A Redevelopment Plan. It does, however, establish a number of more precise or restrictive development provisions. These more restrictive provisions include such things as height limits, parking standards, and some site and facility requirements and setback standards that are different.

Policy Plan for the Iron Triangle (A Local Area Plan)

The overall goal of the Policy Plan for the Iron Triangle is stated as the revitalization and enhancement of the downtown and the integration of the urban core with housing, community facilities and commercial land use. The concepts of the Iron Triangle Plan are based around the attraction of new public and private facilities to the core area. The policies generally concentrate on the area surrounding the Project 10-A Redevelopment Plan boundaries.

Residential policies identify four categories of action:

- Conservation,
- Conservation and Rehabilitation,
- Gradual Rebuilding with Intermediate Conservation or Rehabilitation, and
- New Construction or Rebuilding.

Within the Specific Plan area, two areas are designated for new construction or rebuilding. The north and west boundaries (north of Barrett and west of 8th) have been successfully redeveloped. The large neighborhood south of Macdonald and generally east of 12th has been only marginally improved.

Circulation policy in the Iron Triangle Plan begins with the statement that all through traffic shall be discouraged. At the same time, the intermodal linkages between BART, vehicular access, bus, pedestrian and industrial goods movement are cited as important. Specific street functions are designated:

- **Arterials.** Arterial streets are designated as Barrett Avenue for through traffic, and Macdonald Avenue for commercial traffic.
- **Local Collectors.** Marina Way is identified as a local collector.
- **Pedestrian Way.** Nevin Avenue is shown as a pedestrian way exclusively within the center of the core area, and

TABLE 3

PROJECT 10-A DEVELOPMENT STANDARDS

COMMERCIAL DISTRICT

	Off-street Parking Requirement	Setbacks	Building Height
hotels/motels	1/room + 1/300 GSF	none	none
restaurants	1/100 GSF	none	none
medical and dental	1/200 GSF	none	none
banks and financial	1/200 GSF	none	none
offices	not specified	none	none
all other	1/300 GSF	none	none

RESIDENTIAL DISTRICT

Land Coverage	Off-street Parking Requirement	Setbacks	Building Height	Usable Open Space
50%	1/d.u.	15 ft. from all P.L.	none	200 s.f./d.u.

Source: Project 10-A Redevelopment Plan, 1973

"primarily pedestrian" in the eastern and western extremes of what was then defined as "downtown".

The Richmond City Center Specific Plan is consistent with and will help to implement the Iron Triangle Local Area Plan.

City Zoning Ordinance

The City of Richmond Zoning Ordinance, chapter 15.04 of the Municipal Code, as amended, establishes land uses, development controls and procedures for land development within Richmond's city limits.

1. Existing Designations

Zoning designations for the Study Area are shown on Figure 9. The zones within this area include:

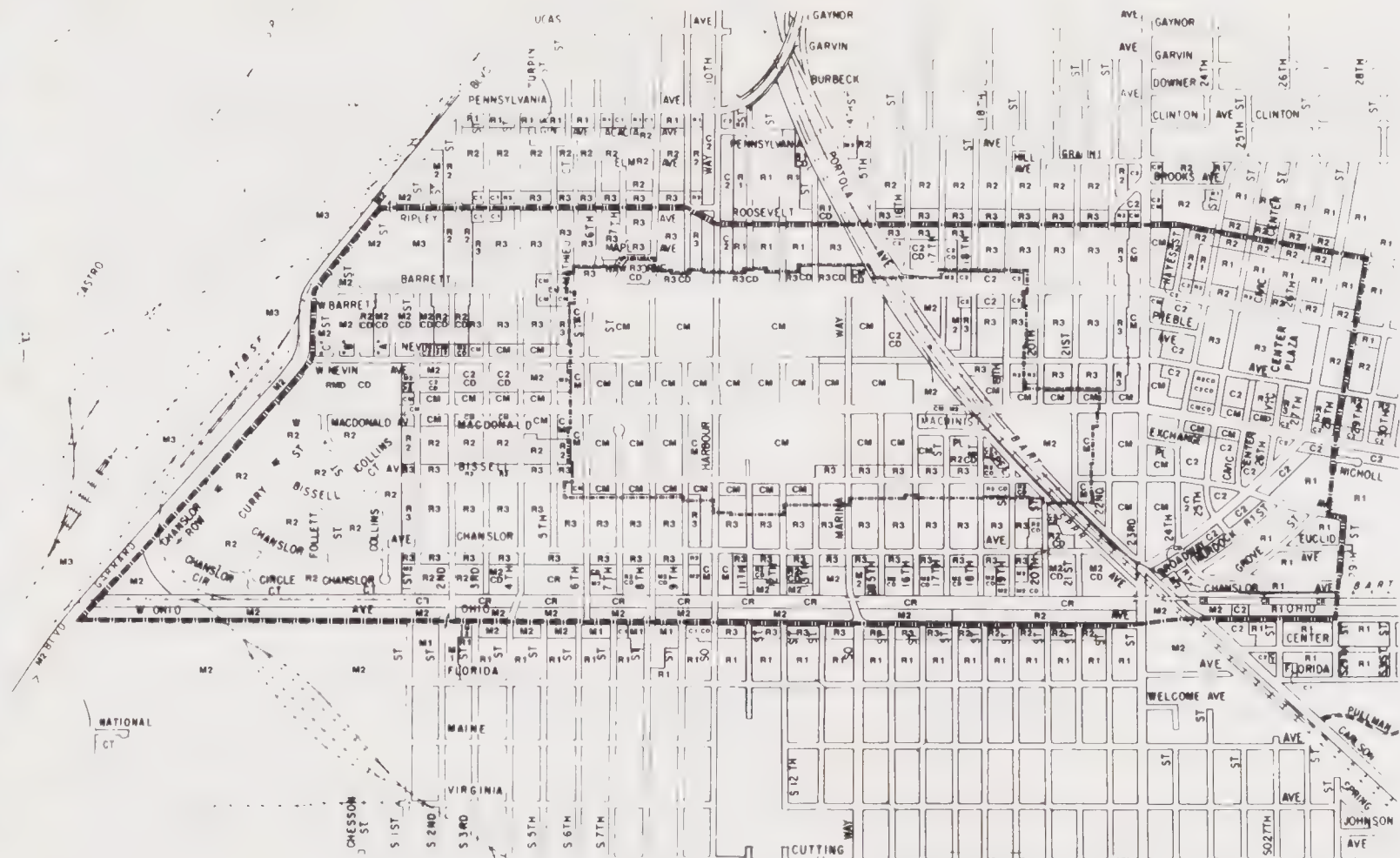
- R1 - Single Family Residential
- RMD - Residential Medium Density
- R3 - High Rise Residential
- CR - Community Reserve
- C1 - Neighborhood Retail Service
- C2 - General Commercial
- CM - Central Business

- M1 - Research and Manufacturing
- M2 - Light Industrial
- M3 - Heavy Industrial
- CD - Controlled Development (additive; e.g., an overlay zone on top of an underlying use zone)

2. The CM Zone

The primary designation for the Specific Plan Area is CM, the central business zone. This designation permits limited light industrial in addition to conventional "downtown" land uses. The CM designation includes all uses permitted in the General Commercial (C2) and Neighborhood Retail Services (C1) districts. Development within these categories is limited to residential, retail stores, business offices, professional offices and some related uses.

Off-street parking requirements for commercial developments within the CM district range from a low of approximately 1 parking space per 1,000 square feet for a small building (5,000 to 7,000 square feet), to a high of approximately 1 parking space per 500 square feet for a large building (10,000 square feet or larger). Buildings with less than 5,000 square feet are exempt from providing off-street parking. Off-street parking requirements for residential dwellings located within the CM district are one per unit. Much of the area designated CM is also controlled by the Redevelopment area plan which provides specific parking requirements by commercial use. Residential parking requirements with the redevelopment plan are consistent with the zoning.



Source: City of
Richmond
Planning Dept.



FIGURE 9 EXISTING ZONING (JANUARY, 1986)

R1 SINGLE FAMILY RESIDENTIAL
RMD RESIDENTIAL MEDIUM DENSITY
R3 HIGH RISE RESIDENTIAL
CR COMMUNITY RESERVE
C1 NEIGHBORHOOD RETAIL SERVICE
C2 GENERAL COMMERCIAL

CM CENTRAL BUSINESS
M1 RESEARCH AND MANUFACTURING
M2 LIGHT INDUSTRIAL
M3 HEAVY INDUSTRIAL
CD CONTROLLED DEVELOPMENT(ADDITIVE)

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Height and bulk limitations identified in the Zoning Ordinance allow a 75-foot height limit within a CM area, with provisions for increases in height based upon a setback of building facade from the public right-of-way. A tower may be built in the CM area without reference to any height limitations, as long as the base of the tower does not exceed 60 feet in length or width of the building and does not cover 20 percent or more of the gross lot area.

3. Outside the CM District

Within the Specific Plan area, additional zoning designations include:

- R3, with or without the controlled development overlay; with 1 off-site parking place per unit and a 75-foot height limit that can be exceeded with appropriate setbacks.
- C2, mainly along both sides of Barrett Avenue east of the BART tracks, and directly adjacent to the SP tracks south of Macdonald.
- M2, generally the BART lands but also the AC Transit service yard; with the same height limits as the CM zone.

4. CD Overlay Zone

The CD overlay zone establishes specific controls on development and also increases the Richmond City Planning Commission's flexibility in responding to community needs. The purpose of this overlay zone is to achieve good design within a required Controlled Development area. Once a parcel of land has been zoned to include the overlay, any initial development or expansion of existing development

must be in conformance with the applicant's "Controlled Development Plan" for the site which must be approved by the City Planning Commission.

5. Relationship to This Specific Plan

The Richmond City Center establishes site and facility standards such as height and floor area ratio, urban design provisions such as building setbacks, and parking requirements for the uses permitted. These controls generally incorporate the development standards in the zoning ordinance, though there are a number of areas where the controls in the Specific Plan are different than the existing zoning. The Specific Plan provides a simplified application of these standards by reducing the number of specific land use types within the area. In addition, the provisions within the City Center Specific Plan for a design review procedure update the current zoning provisions for the CD overlay zone, making design review applicable to every project within the Specific Plan area, except for single-family residences.

BART Plans

The primary planning document setting out BART's objectives and plans for the Richmond station is the BART Access Plan. The plan focuses on the parking and transit connections that make BART accessible to its patrons. BART characterizes the Richmond station as "fairly low daily patronage both in terms of productions and attractions. Total daily ridership is expected to increase by only 20 percent between 1980 and 1990." (BART Access Plan.) BART anticipates for this same period "a moderate increase in park/ride demand".

1. BART Parking

The parking lot currently contains 754 spaces (718 all-day and 36 midday spaces). BART's parking requirements are summarized as:

- no deficiency at present;
- 100-space deficiency projected by 1990, though no plans exist to provide for this increase in demand except for possible restriping to increase the number of spaces and the provision of preferential carpool parking;
- increased parking demand possible with increasing use of direct Richmond-San Francisco service.

2. Transit Access

The Richmond BART station is served by AC Transit routes 68, 69, 72, and 78. Generally, these routes provide service to El Cerrito, Albany, Berkeley, San Pablo, El Sobrante, and Downtown Oakland. AC Transit indicates that there are no plans to change or increase the level of bus service at the station.

3. Amtrak Connection

The Richmond BART station incorporates a platform for Amtrak trains. This connection gives Richmond a unique intermodal facility in the BART system providing access to this regional and national transportation service.

4. Air Rights Agreement

Future air rights were provided for at the BART station as part of the agreement between BART and the City made in 1967 to locate a station in the downtown. The agreement stipulates that, in the event the District elects to sell or lease any air rights, the City will have a "right of first refusal" to purchase the air rights at their fair market value. The City has 180 days to determine if it wishes to acquire the rights. (BART Agreement, 1967, paragraph 12.)

This present arrangement leaves BART in the position to instigate any future joint development. Currently, the District does not have any plans to pursue development at the station because of the perceived poor market conditions. (Kerry O'Banion, BART joint development, personal communication.)

According to an evaluation of joint development potential completed for the District in 1983, the threshold factor for making joint development feasible (assuming a market for the development) is a land value in the range of 20 to 25 dollars per square foot. (Keyser Marston Associates, BART Joint Development Program Task I Report: Relative Joint Development Potential at BART Station Sites, June 1983.) At this value, it is reasoned, the cost of providing structured parking to replace on-site surface BART patron parking can be provided by the joint development project. This definition is based on the assumptions that, at minimum, existing patron parking must be replaced and that no additional land is available for patron parking. The threshold land value used in this analysis is a break-even point, where land value is just high enough to cover the cost

of replacing BART patron parking with structured parking on other BART-owned land at the station.

5. Relationship to This Specific Plan

The Richmond City Center Specific Plan is consistent with the BART District's Access Plan. The Specific Plan does incorporate additional provisions for future development of the BART parking lots, which will improve circulation along Macdonald Avenue and will allow for development of potential air rights. The provisions for future air rights development are consistent with the BART district-wide policy for future development at the station areas.

Sources

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BARTD. Agreement with the City of Richmond, 1967.

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Richmond Planning Department. Concise General Plan Document. October 1981.

Richmond Planning Department. General Plan Summary: A Comprehensive Guide to Community Development. June 1977.

Richmond Planning Department. A Policy Plan for the Iron Triangle. February 1966.

Richmond Redevelopment Agency. Urban Renewal Plan for Project Area 10-A. As amended through November 12, 1973.

richmondr1/SP1226

TWO: AREAWIDE PLAN GOALS AND OBJECTIVES

The Specific Plan areawide goals and objectives set forth the conceptual framework that has guided the preparation of the Specific Plan. The intent of this Plan is to provide broad direction for development in the City Center area. These goals and objectives will be achieved by the policies and provisions contained in the constituent elements of the Specific Plan.

2.1 AREAWIDE PLANNING DISTRICTS AND PROJECT AREAS

A framework has been prepared to provide an areawide planning and design context for the Specific Plan area. The framework establishes consistent development sub-areas, and identifies the critical optional development choices in a number of specific "project areas".

The development sub-areas include: the core mixed office/retail district, the surrounding multiple-family and single-family neighborhoods, and a general commercial district in the southeast portion of the Specific Plan Area.

Within the mixed office/retail district are several specific project areas whose future land use, intensity, and character will significantly influence the role of the historic downtown. (See Figure 10.)

2.2 SPECIFIC PROJECT PLANNING AREAS

Mixed Office/Retail District

The heart of the urban design framework is the existing mixed-use office and retail district. This area is characterized by the remnants of small-scale commercial structures reflecting the original parcelization with a 25-foot wide typical street frontage. This scale of the resulting development established a "fine-grain" visual quality with a rich diversity of street facades built adjacent to the property line. This central business district was overlain by larger redevelopment projects including the BART station area, the Social Security Payment Center, the Kaiser Clinic, and a major assembled parcel south of Macdonald Avenue, the Memorial Park site. The primary objectives for each of these areas are summarized below:

1. Office/Retail Core Objectives

- a. Retain, to the degree possible, the fine-grained commercial pattern characterized by the existing parcelization.
- b. Encourage infill with structures of compatible mass, height, and design quality.
- c. Reinforce the role of Macdonald Avenue as the principal retail street by concentrating ground floor retail development in a continuous commercial street wall, and by retaining convenient curbside parking.

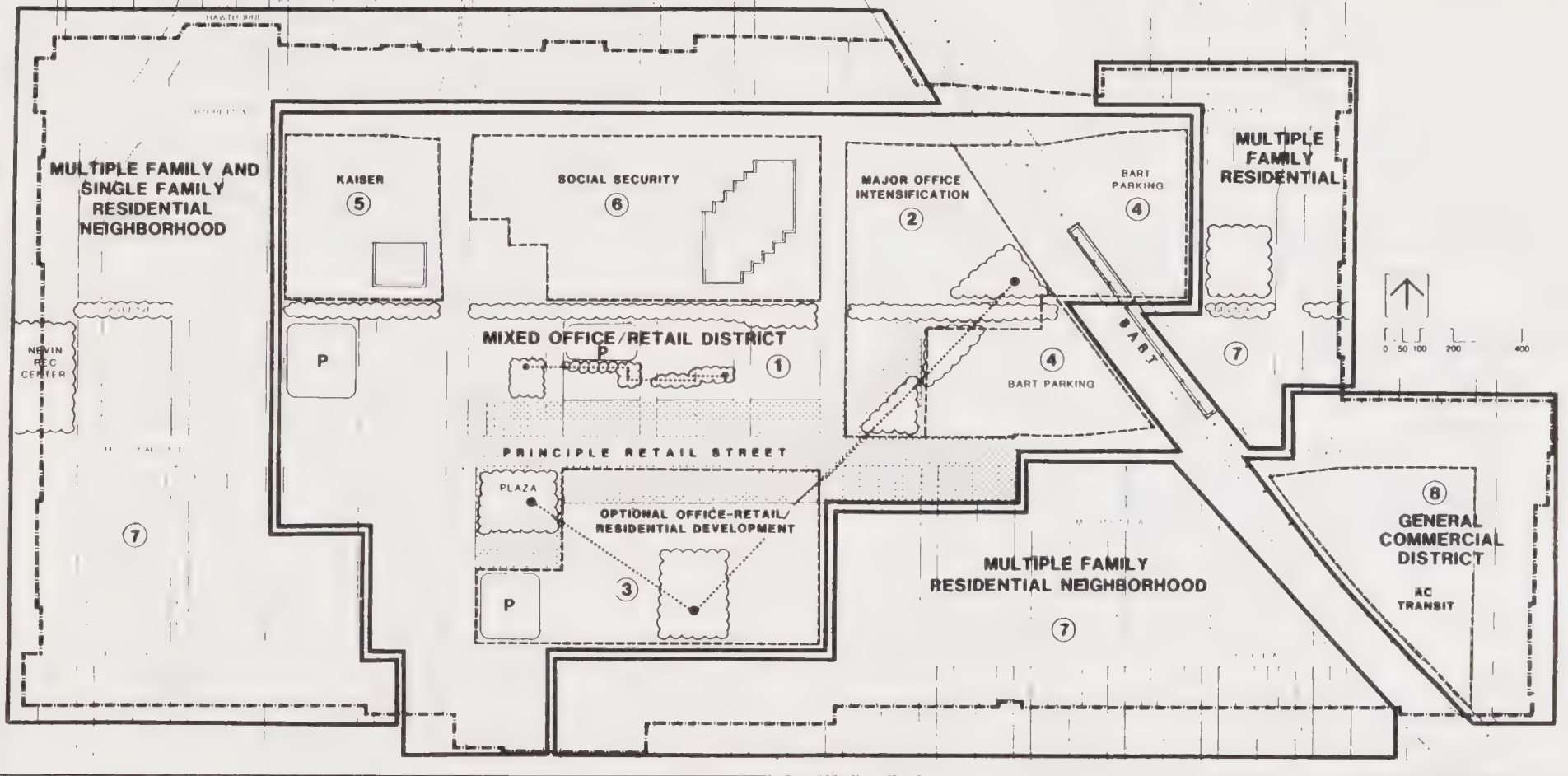
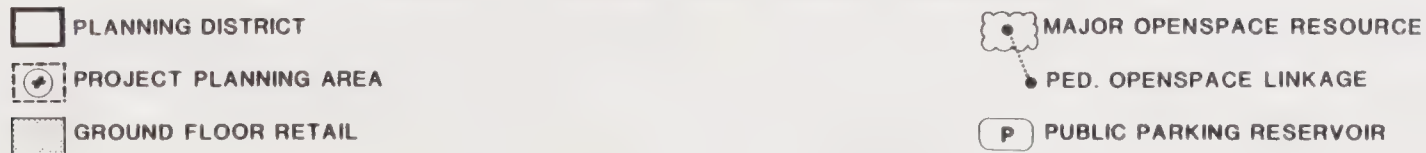


FIGURE 10 AREAWIDE DEVELOPMENT FRAMEWORK



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- d. Provide convenient off-street parking in centralized facilities, and prohibit the proliferation of scattered parking lots that break up the retail commercial street-wall.
- e. Encourage pedestrian movement by completing a landscaped open space system that interconnects the major existing landmarks and destinations.

2. *BART Station Office Intensification Objectives*

- a. Utilize the major land reservoir adjacent to the BART station as an opportunity for large-scale commercial office development.
- b. Take full advantage of the station's accessibility by encouraging the highest intensity of development in the City Center area with the greatest building mass and height.
- c. Utilize well-landscaped surface parking lots as a convenient "land-holding" strategy for phased development, providing interim landscape improvements at modest cost and improving the visual quality of the City Center.
- d. Provide on-site parking for any future office development.
- e. Provide landscaped open space improvements that interconnect this important pedestrian destination with other districts within the Specific Plan Area.

3. *Memorial Park Development Project Objectives*

- a. Encourage a major development infill project that can be phased to reflect market realities and achieve an urban density appropriate to its central location.
- b. Consider both commercial office and residential uses for the project area, depending on the overall plan objectives and developer interest.
- c. Encourage continuous ground floor retail uses along Macdonald Avenue to achieve a mixed-use setting characteristic of an urban location.
- d. Utilize well-landscaped surface parking lots as a convenient "land-holding" strategy for phased development, providing interim landscape improvements at modest cost and improving the visual quality of the City Center.
- e. Provide on-site parking for future office or residential development.
- f. Provide landscaped improvements that interconnect Memorial Park (a major open space amenity) with the BART Station and the Macdonald Avenue public plaza, thus increasing pedestrian movement and linking retail services to this development project.

4. *BART Parking Area Joint Development Objectives*

- a. When market conditions make potential "air rights development" feasible encourage the development of a major commercial office/retail project that provides for

its parking requirements on site as well as for BART patron parking.

- b. Review the traffic circulation and utility capacity constraints when joint development is pursued to assure that the project can be served with adequate infrastructure.
- c. Consider the feasibility of exercising the existing "right of first refusal" in establishing the arrangements for achieving the "air rights" development.

5. *Kaiser Facility Objectives*

- a. Consider means of meeting Kaiser's potential development program for up to a 200-bed hospital and increased parking requirements on the existing site.

6. *Social Security Payment Center Objectives*

- a. Consider development controls on the surface parking lots serving the Payment Center so that any more intensive use in the future will reinforce the pedestrian qualities of Nevin Street and support the overall urban design framework.

7. *Surrounding Residential Neighborhoods*

The mixed-use office and retail district is surrounded by existing residential neighborhoods. The older neighborhoods contain a wide variation of housing types and densities within single blocks, and characteristically are subdivided into quite small parcels. Newer neighborhoods

have been developed as both single-family enclaves and as multi-family projects (see the Appendix - Plan and Policies).

a. *Residential Protection Objectives:*

- Protect existing residential neighborhoods, to the degree possible, from through-traffic generated by intensification within the mixed-use office/retail district.
- Protect existing residential neighborhoods from loss of privacy or sunlight resulting from the proximity of taller buildings in the mixed-use office/retail district.

b. *Residential Infill Objectives:*

- Encourage the infill of housing on parcels within the multi-family residential neighborhoods at a density appropriate to an urban area within walking distance to BART and with convenient freeway access.
- Permit a range of residential housing types (including size of unit, building height, and open space provisions) that encourage both rental and owner-occupied housing.
- Promote private land assembly of smaller parcels to the extent that they increase design flexibility in the intensification or rehabilitation of existing neighborhoods.

- Retain, to the extent practical, the grain of existing neighborhoods by encouraging small-scaled infill projects that avoid disruption of the existing fabric.

c. Circulation and Parking Objectives:

- Provide adequate off-street parking for all new residential projects.

d. Open Space Objectives.

- Provide landscaped open space improvements within the Specific Plan area that help to meet the open space requirements of the residents while providing convenient pedestrian links to the adjacent retail services and to BART.

8. *General Commercial District Objectives*

- Maintain the existing street-oriented general commercial role for Macdonald Avenue and support the viability of existing general commercial enterprises.
- The AC Transit has recently made improvements to the facility but has not changed its function or operations. Future improvements on site should be conditioned on mitigating the visual blight along Macdonald Avenue.
- Because of the size of the AC Transit parcel and its proximity to BART, consider this site as a potential major commercial office/retail project if the Transit operations are relocated.

2.3 ILLUSTRATIVE PLAN

The character and intensity of development that might occur under the provisions of this Specific Plan and in response to the market conditions anticipated to the year 2005 have been illustrated in a perspective rendering of the City Center Area. The Illustrative Plan, Figure 11, is not meant to be an explicit depiction of the City in 2005 but represents a reasonable distribution of potential growth in the form of building prototypes adapted specifically to the Richmond City Center to achieve development objectives included in the Specific Plan.

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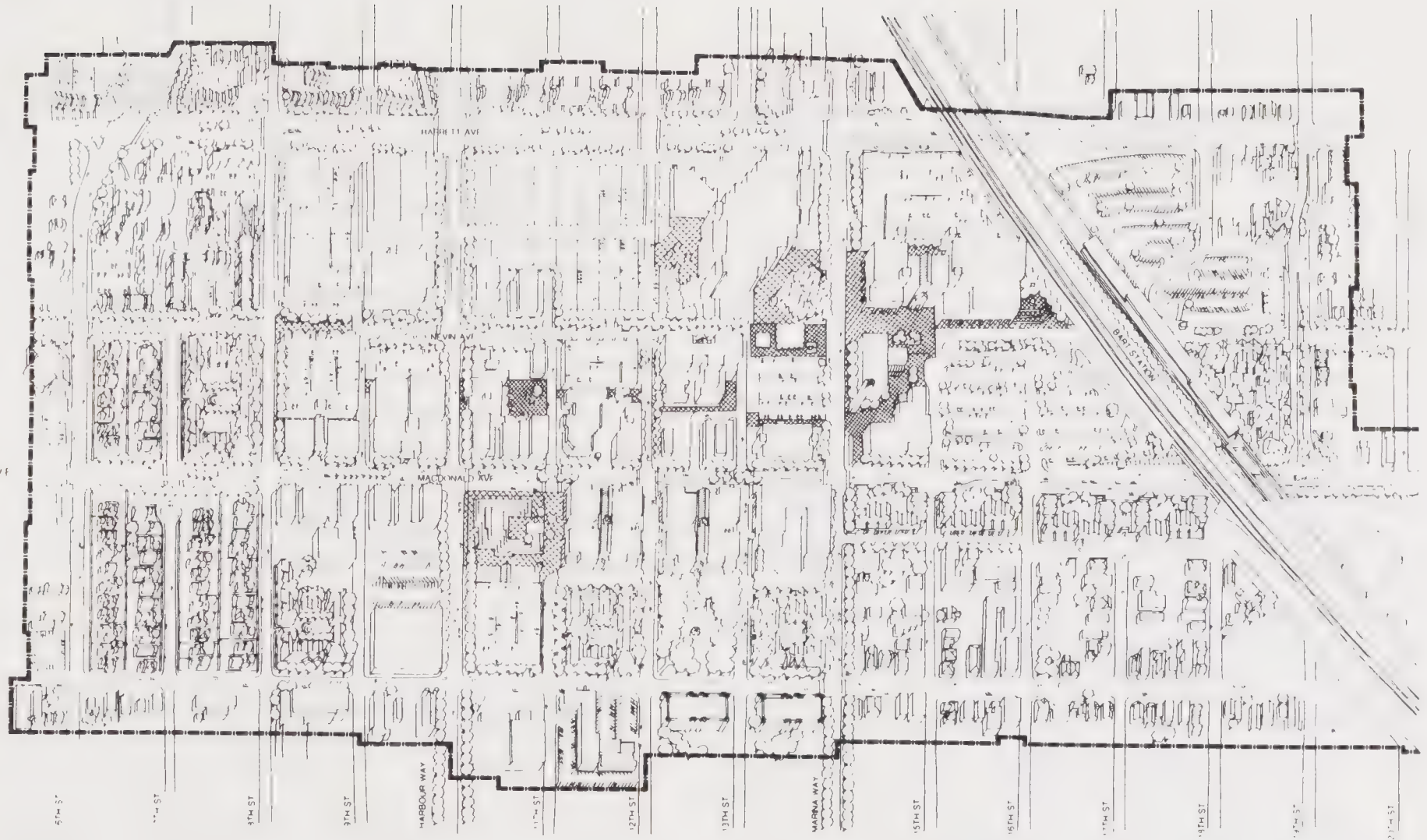


FIGURE 11 ILLUSTRATIVE PLAN

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THREE: LAND USE ELEMENT

The Land Use Element of the Specific Plan establishes the type, location and intensity of land uses to be permitted in the Richmond City Center Specific Plan area and defines specific site and facility requirements for these land uses. The overall land use pattern is shown on the accompanying plan map (Figure 12) and is described further below.

3.1 LAND USE GOALS AND OBJECTIVES

The land use and development goals and objectives are:

Goal 1: Encourage private investment in the City Center to increase economic activity, provide new employment and housing opportunities, and create a viable urban neighborhood.

Goal 2: Encourage the development of a balanced commercial and residential district of an appropriate intensity to take advantage of the regional accessibility provided by BART, improved highway access, and the existing investment in public infrastructure.

Goal 3: Accommodate the existing and future demand for commercial development in the City Center by creatively utilizing the existing amenities to immediately promote development that is compatible with the long-term intensification of the area.

- Increase the viability of commercial office development in the City Center by accommodating short-range market demands to stimulate economic activity.

- Retain sufficient development opportunities to accommodate potential commercial office development for the foreseeable future.

- Promote the development of neighborhood-serving retail uses, as the population increases to stimulate demand.

- Enhance the retail commercial role of Macdonald Avenue in conjunction with the intensification of the surrounding area by retaining existing retail activities and strengthening the viability of a pedestrian-oriented street frontage.

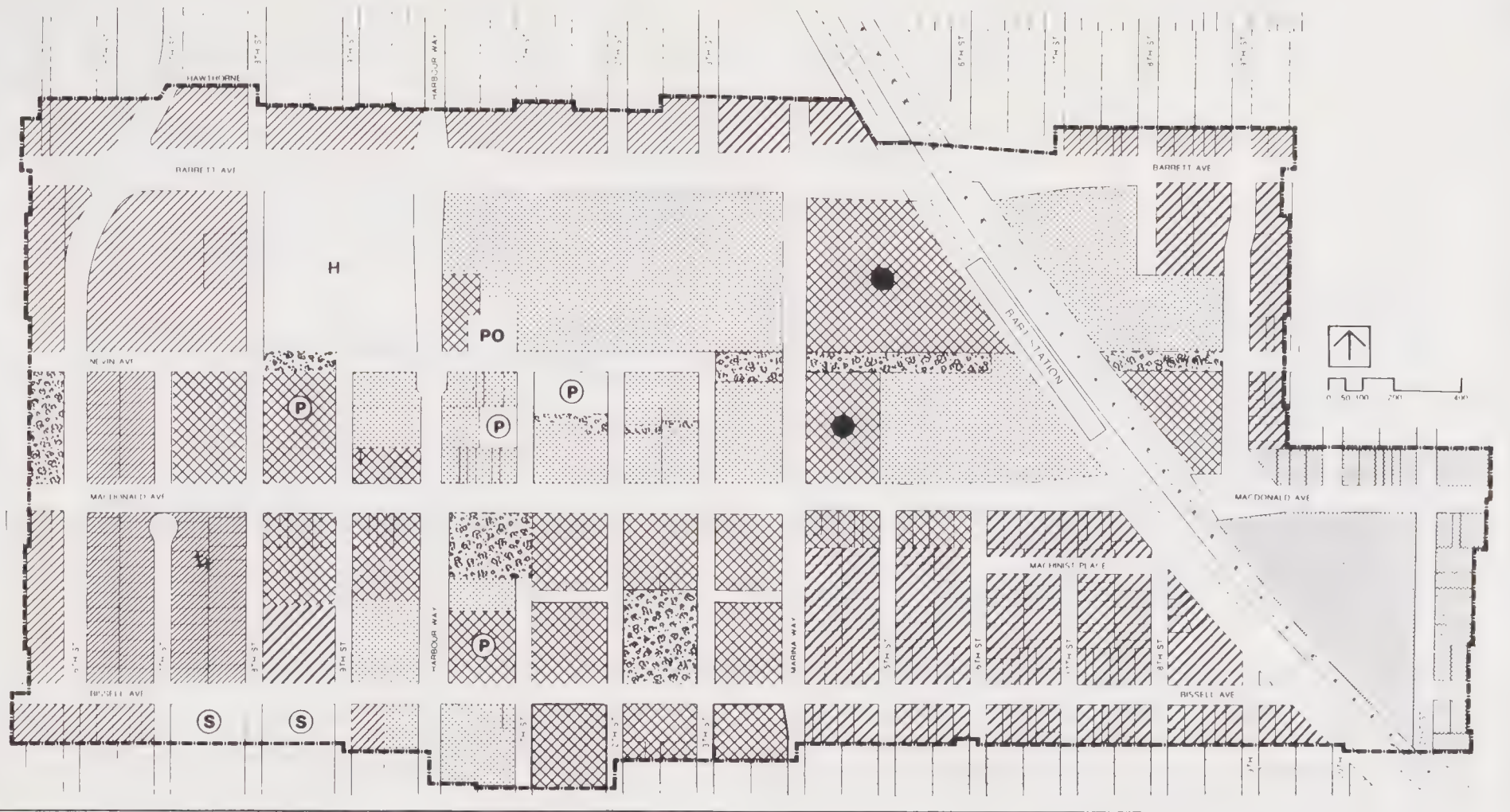
- Restrict the development of general commercial uses within the primary retail commercial district to enhance its pedestrian quality.

Goal 4: Enhance the neighborhood qualities within the City Center by carefully integrating new residential development of appropriate density into a cohesive, mixed-use pattern.

- Attract new residents to the City Center by providing opportunities for new multi-family development.

- Promote, to the greatest extent feasible, market-rate, "entry-level" residential development to increase opportunities for owner-occupied housing.

- Minimize, to the greatest extent feasible, the displacement of existing residents from the City Center area.



● Uses occurring on these parcels shall be predominantly office and retail in nature.

FIGURE 12 LAND USE

COMMERCIAL

○ OFFICE/RETAIL/INSTITUTIONAL
GENERAL

MIXED USE

⊗ OFFICE/RETAIL/and/or URBAN
HIGH DENSITY RESIDENTIAL

RESIDENTIAL

▨ URBAN HIGH DENSITY
(20.0 to 40.0 du/acre)

▧ URBAN MEDIUM DENSITY
(13.0 to 19.9 du/acre)

▩ URBAN LOW DENSITY
(7.0 to 12.9 du/acre)

COMMUNITY FACILITIES

⬢ PARK/PLAZA MALL

P PUBLIC PARKING

S SCHOOL

PO POST OFFICE

H HOSPITAL

RICHMOND CITY CENTER SPECIFIC PLAN

PREPARED FOR THE CITY OF RICHMOND • PREPARED BY ROMA DESIGN GROUP

In Association with ESA, Environmental Analysis • Wilbur Smith and Associates, Transportation Planning • A. N. West, Civil Engineering

Goal 5: Improve and enhance the neighborhoods surrounding the City Center area by strictly enforcing existing ordinances relative to public nuisances, weed abatement, traffic violations and drug-related activities, and continuing to promote and expand the City's Concentrated Neighborhood Rehabilitation and Improvement Program for the Iron Triangle neighborhood.

- Improve the visual quality along major thoroughfares leading to the City Center through the removal of debris and abandoned automobiles.
- Develop plans for road improvements to the west along Macdonald and Barrett Avenues (e.g., road widening, undergrounding of utilities, street trees).
- Elimination of drug trafficking and related crime activities.
- Improve the existing housing stock in the surrounding area.
- Revitalization of the Iron Triangle neighborhood.

3.2 PERMITTED USES

Generalized Land Uses

Four general land use designations, as shown in Figure 12, are provided for in this Specific Plan:

1. Commercial

2. Mixed Use

3. Residential

4. Community Facilities

More detailed definition of each of the use types specifically permitted are shown in the land use matrix, Figure 13. The residential land use designations provide for the protection of the existing single-family neighborhood centered on 7th Street between Bissell and Nevin Avenues, and the provision of higher density, multiple-family designations surrounding the Central Mixed Office/Retail Core. In the single-family neighborhood designation, the Plan does not permit more intense development and protects the neighborhood from unnecessary through-traffic. The multiple-family designation permits intensification of development up to the maximum density permitted for residential development in the Plan.

The office/retail/institutional land use designation refers to an office use with supporting commercial activities that are compatible with the surrounding uses. Generally, uses are limited to those that are characterized by a high employee to developed square foot of space ratio. This will limit uses to those that can particularly benefit from close proximity to the BART Station. The general commercial land use designation refers to a broader range of general commercial activities with a characteristically lower intensity of development and oriented more to automobile access.

FIGURE 13

PERMITTED LAND USES
BY SUBAREA
(SEE FIGURE 14, PAGE 51, FOR
SUBAREA IDENTIFICATION)

USE TYPES	COMMERCIAL OFFICE/RETAIL/INSTITUTIONAL USES				GENERAL COMMERCIAL USES				RESIDENTIAL USES				COMMUNITY FACILITIES			
	- ADMINISTRATIVE SERVICES	- RETAIL SALES SERVICES	- BUSINESS AND PERSONAL SERVICES	- TRANSIENT LODGING	- AUTO SERVICES	- MINOR MANUFACTURING ASSEMBLY	- URBAN HIGH DENSITY (20.0-40.0 D.U./ACRE)	- URBAN MEDIUM DENSITY (13.0-19.9 D.U./ACRE)	- URBAN LOW DENSITY (7.0-12.9 D.U./ACRE)	- GOVERNMENT FACILITIES	- OPEN SPACE	- PARKING	- SCHOOLS			
1. CENTRAL CORE	●	●	●	○			○			○	●	○				
2. BART STATION AREA	●	●	●	○			○			○	●	○				
3. MEMORIAL PARK AREA	●	●	●	○			●			○	●	○				
4. BART STATION AND PARKING AREA	●	●	●	○			○			○	●	●				
5. KAISER FACILITY AREA	●	●	●													
6. SOCIAL SECURITY AREA	●	●	●	○			○			○	●	○				
7. SFD NEIGHBORHOOD								●			●					
8. MULTIPLE FAMILY AREAS							●	●		○	●	○	○			
9. GENERAL COMMERCIAL AREA	●	●	●	○	●	●	○	○		○	●	○				

NOTEa: Any specific uses within a land use category which require special approval under the Richmond Municipal Code 15.04 must still obtain special approval.

● PERMITTED ^a

○ PERMITTED
W/ SPECIAL
APPROVAL

The mixed-use designation in Figure 12 provides for the integration in a single project of both residential and commercial/office/retail uses. The specific range of permitted use types is detailed more precisely for sub-areas, however, the mixed-use designation represents greater flexibility in integrating diverse activities. In the mixed-use designation, housing is specifically permitted but not required.

The community facilities designation recognizes the need to provide public facilities in support of other land uses including open spaces such as plazas, malls, and parks; public parking areas, schools, and government offices.

Specific Land Uses

The definitions that follow for each land use type are intended to identify broad use types with a detailed description and examples of uses included and examples of uses excluded. These use types represent categories of land uses that have similar characteristics rather than comprehensive lists of permitted uses. In this way, the land use provisions of the Plan can be flexible enough to allow administrative review of individual projects or changes in marketing patterns that can make exhaustive lists quickly obsolete.

Figure 13, Permitted Land Uses by Sub-area, identifies the specific range of permitted use types for each development area and indicates whether the use is permitted unconditionally or upon conditional approval by the zoning administrator of the City. Conditional approval is required for a variety of use types so that as the area develops, the major concentration of retail sales establishments and business and personal services will be concentrated along the major pedestrian routes. Secondary concentration of such uses, as

provided for in the Urban Design Policy Diagram, Figure 17, are intended to provide convenience, enhance the public outdoor spaces, but *not* adversely compete with the major concentration of such use types.

The specific land uses identified in Figure 13 are grouped into four major categories: Commercial Office/Retail/Institutional Uses; General Commercial Uses; Residential Uses; and Community Facilities.

1. Detailed Description of Commercial Office/Retail/Institutional Uses

Use Types. Commercial use types include the distribution and sale or rental of goods and the provision of services.

Administrative and Professional Services. The *Administrative Professional Services* use type refers to offices of private firms or organizations or public or quasi-public organizations which are primarily used for the provision of professional, executive, management or administrative services. Typical uses include administrative offices, legal offices, or architectural firms. Any drive-up service is specifically excluded.

Retail Sales. The *Retail Sales* use type refers to places of business primarily engaged in the sale or rental of commonly used goods and merchandise, but excludes those classified as Agricultural Supplies and Services, Animal Sales and Services, Automotive and Equipment, Business Equipment Sales and Services, Construction Sales and Services, Gasoline Sales, and any drive-up service. The following are Retail Sales use types.

- a. *Convenience Retail Sales.* The *Convenience Sales* use type refers to establishments or places of business primarily engaged in the provision of frequently or recurrently needed small personal items or services for residents within reasonable walking distance. These include various general retail sales and personal services of an appropriate size and scale to meet the above criteria. Typical uses include neighborhood grocery or drug stores.
- b. *Eating and Drinking Establishments.* The *Eating and Drinking Establishments* use type refers to establishments or places of business primarily engaged in the sale of prepared foods and beverages for on-premises consumption. Typical uses include restaurants, short order eating places or bars.
- c. *Food and Beverage Retail Sales.* The *Food and Beverage Retail Sales* use type refers to establishments or places of business primarily engaged in the retail sale of food and beverages for home consumption. Typical uses include groceries or delicatessens.
- d. *General Retail Sales.* The *General Retail Sales* use type refers to the sale or rental from the premises of goods and merchandise for personal or household use, but excluding those uses listed above. Typical uses include department stores, apparel stores or furniture stores.

Business and Personal Services

- a. *Business Support Services.* The *Business Support Services* use type refers to establishments primarily engaged in the provisions of services of a clerical, employment, pro-

tective or minor processing nature to firms, rather than individuals, and where the storage of goods other than samples is prohibited. Typical uses include secretarial services, telephone answering services, or blueprint services.

- b. *Communications Services.* The *Communications Services* use type refers to establishments primarily engaged in the provision of broadcasting and other information relay services accomplished through the use of electronic and telephonic mechanisms but excludes studios, telecommunication service centers or telegraph service offices.
- c. *Entertainment, Sports and Recreation.* *Entertainment* refers to establishments or places primarily engaged in the provision of cultural, entertainment, and other events to spectators as well as those involving social or fraternal gatherings. These entertainment use types are those conducted within an enclosed building with a capacity of 500 or fewer people. Typical uses include small theaters or meeting halls. *Sports and Recreation* refer to establishments or places primarily engaged in the provision of sports or recreation by and for participants. Any spectators would be incidental and on a nonrecurring basis. Included in sports and recreation uses are those conducted within an enclosed building. Typical uses include athletic clubs.
- d. *Finance, Insurance and Real Estate Services.* The *Finance, Insurance and Real Estate Service* use type refers to establishments primarily engaged in the provision of financial, insurance, real estate or securities

brokerage services. Typical uses include banks, insurance agencies or real estate firms.

- e. *Medical Services.* The *Medical Services* use type refers to establishments primarily engaged in the provision of personal health services including prevention, diagnosis and treatment or rehabilitation services provided by physicians, dentists, nurses and other health personnel, as well as the provision of medical testing and analysis services, but excludes those classified as any public use type. Typical uses include clinics, medical offices, dental laboratories or health maintenance organizations.
- f. *Personal and Repair Services.* The *Personal and Repair Services* use type refers to establishments primarily engaged in the provision of informational, instructional, personal improvement, provision of laundering, dry cleaning or dyeing services as personal services and similar services of a non-professional nature, and to establishments primarily engaged in the provision of repair services to individuals and households, rather than firms, but excludes services classified as Entertainment or Transient Habitation, industrial laundry services, laundry agencies, diaper services, or linen supply services. Typical uses include photography studios, driving schools or reducing salons, dry cleaner, laundries, self-service laundromats, apparel repair firms or musical instrument repair firms.

Transient Lodging. *Transient lodging* refers to establishments primarily engaged in the provision of lodging services on a less-than-weekly basis with incidental food, drink and other sales and services intended for the convenience of guests. Lodging services involve the provision of room

and/or board. Typical uses include hotels, motels or transient boarding houses.

2. *General Commercial Uses*

Use Types. General commercial use types include commercial activities and support operations which generate minimal noise, odor, smoke, waste material and similar items which may negatively impact the environment. Such uses include, but are not limited to, auto-related services or minor manufacturing, printing services or small assembly services.

Auto Services. The *Auto Services* use type refers to establishments primarily engaged in the repair or service of vehicles but excludes retail vehicle sales or showrooms. Typical uses include auto repair shops, automotive supplies, etc.

Minor Manufacturing or Assembly. The *Minor Manufacturing or Assembly* use type refers to commercial activities with minor manufacturing or assembly operations but excludes major fabricators with significant warehousing or outside storage requirements.

- a. *Printing Services.* The *Printing Services* use type refers to printing presses and printing establishments.
- b. *Assembly Services.* The *Assembly Services* use type refers to commercial uses which may or may not manufacture their primary product on the premises such as drapery shops, cabinet shops, upholstery shops, and similar uses.

3. Detailed Description of Residential Use

Use Types. Residential use types include the occupancy of living accommodations on a wholly or primarily nontransient basis; but exclude institutional living arrangements involving those providing 24-hour skilled nursing or medical care and those providing forced residence, such as asylums and prisons.

Urban High Density. The *Urban High Density* use type refers to the residential occupancy of attached living units on a weekly or longer basis. Typical facilities include apartment houses or condominiums.

Urban Medium Density. The *Urban Medium Density* use type refers to the residential occupancy of attached or semi-attached living units on a weekly or longer basis. Typical facilities include apartment houses or condominiums.

Urban Low Density. The *Urban Low Density* use type refers to the residential occupancy of detached living units.

4. Detailed Description of Community Facilities

Use Types. Public use types include the performance of utility, educational, recreational, cultural, protective, governmental, and other uses which are strongly vested with public or social importance.

Open Space. The *Open Space* use type refers to the improvements for public open space. Public open space improvements can include landscaped or paved areas for public gathering or outdoor use areas to support private development such as outdoor seating for adjacent eating

and drinking establishments or food and beverage sales and all outdoor public pedestrian or bicycle circulation improvements. Excluded uses are vehicular uses such as parking except as necessary to provide deliveries to adjacent uses except where specifically noted in the Plan provisions. The open spaces shall permit all necessary vehicular circulation uses, such as auto circulation or transit vehicle circulation, as identified in the circulation policy diagram or permitted by subsequent plans.

Parking

- a. *Public Parking.* The *Public Parking* use type refers to a permanent facility in support of areawide or district parking and can include structured parking facilities.
- b. *BART Parking.* The *BART Parking* use type refers to parking services involving garages and lots which are operated by or for BART to serve BART patrons.
- c. *Temporary Parking.* The *Temporary Parking* use type refers to an interim development use for the daytime use of vehicular parking. Typical uses would be for partially improved public parking for support of commercial development in the Specific Plan area. Excluded uses would be for vehicular storage, RV parks, etc.

Schools. The *Schools* use type refers to public educational institutions for elementary or junior high school age children and offices or administrative services in support of the educational purpose. Specifically excluded are high schools or institutions requiring major recreational resources such as play fields.

Government Services. The *Government Services* use type refers to governmental or public administrative offices, special district offices, social service offices and similar uses and rights-of-way. This use also includes quasi-public offices such as public utility offices.

3.3 SPACE AND SITE REQUIREMENTS

The space and site requirements establish the specific project development conditions for building height limits, the permitted density or intensity of land use, the usable open space requirements, minimum parcel size, and noise criteria. Setback requirements from property lines are included in Chapter 5, Urban Design Element.

Figure 14 identifies sub-areas within the Specific Plan for which particular Space and Site Requirements will vary to meet Plan objectives. These include provisions for building height, development intensity, and open space requirements. Table 4 establishes these requirements for each development sub-area identified in Figure 14.

Height Limits

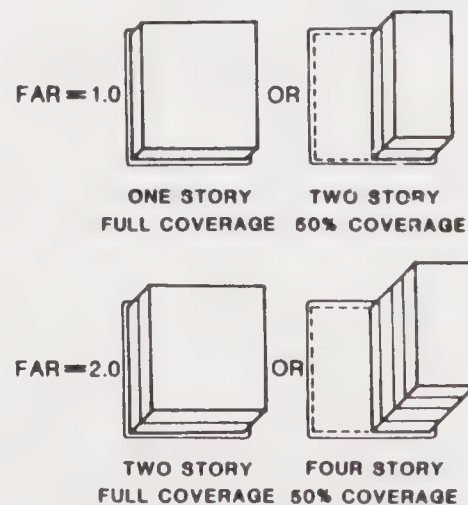
Building height limits are the maximum permissible height in stories or number of feet above finish grade. The heights permissible in the Specific Plan are generally lower than permitted in the existing zoning for the CM zone which covers most of the City Center area. The lower story heights reflect a more realistic development intensity based on anticipated market potential.

Development Intensity

Development intensity is measured in different ways for commercial and residential uses.

Floor Area Ratio (FAR) is the permissible floor area for commercial developments measured in gross square feet per net acre of developable parcel. Parking areas shall not be counted in permissible development.

D.U./Acre is the residential density or permissible number of dwelling units per net acre of developable parcel. The range establishes the minimum and maximum permitted. A minimum density is established to assure that residential projects in the City Center area are built at a sufficiently high density appropriate to this location convenient to major public circulation improvements such as BART.



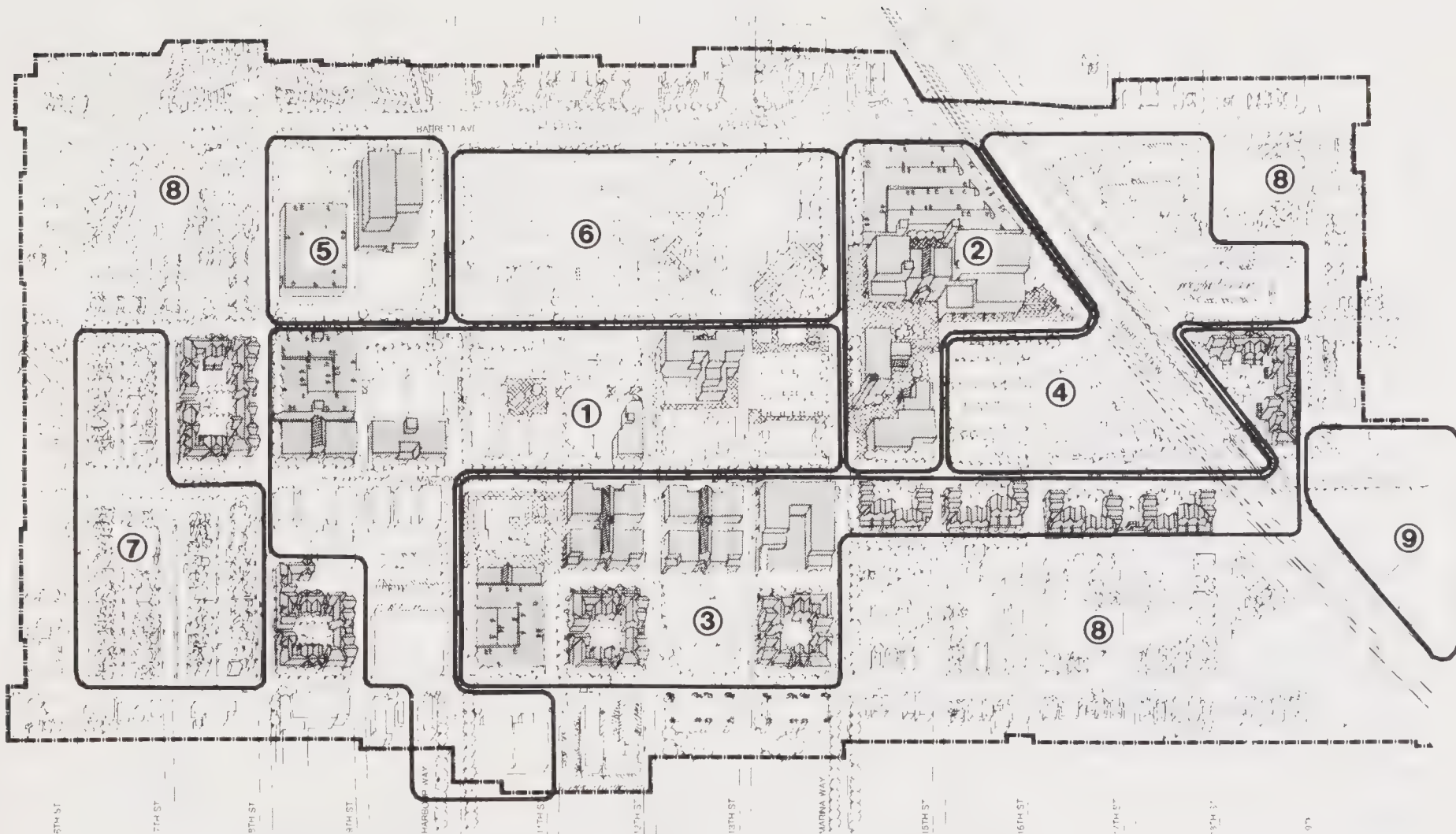


FIGURE 14 SPECIFIC DEVELOPMENT GUIDELINES SUBAREAS

ILLUSTRATIVE NEW DEVELOPMENT

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TABLE 4
SPACE AND SITE REQUIREMENTS

Specific Development Guidelines Sub-areas	<u>Bldg. Height Limit</u>		<u>Development Intensity</u>		<u>On-Site Open Space Requirement^c</u>
	<u>Approx. No. of Stories</u>	<u>Feet</u>	<u>FAR^a</u>	<u>D.U./Acre^b</u>	
1. Central Core	4	55	2.5	N/A	None
2. BART Station Area	6	75	2.5	N/A	15% of site area landscaped/plaza
3. Memorial Park Area	4	55	2.0 or	20.0 to 40.0	200 s.f./d.u. common space + 60 s.f./d.u. private space ^d , or, if commercial, 15% of site area landscaped/plaza
4. BART Station and Parking Area	6	75	2.5	N/A	15% of site area landscaped/plaza
5. Kaiser Fac. Area	4	55	2.0	N/A	15% of site area landscaped/plaza
6. Soc. Security Area	6	75	2.5	N/A	15% of site area landscaped/plaza
7. Single-Family Neighborhood	2/3	35	N/A	to 12.9	Per zoning code building setbacks
8. Multi-Family Areas	4	55	N/A	13.0 to 19.9	200 s.f./d.u. common space + 60 s.f./d.u. private space
9. General Commerical	4	55	1.0	N/A	5% of site area for parcels over 2 acres in size

NOTES:

- a. FAR = Permissible floor area ratio in gross square feet per net acre of developable parcel. Parking areas including those in structure shall not be counted in permissible development.
- b. D.U./Acre = Residential density or permissible number of dwelling units per net acre of developable parcel. Range establishes both minimum and maximum permitted.
- c. Open Space = Usable area expressed in percent of net parcel size devoted to landscaped plazas, private yards, courtyards, or exterior pedestrian circulation. Landscaped setbacks and areas above ground level which provide for publicly accessible usable open space may be included in determining compliance.
- d. The common open space requirements for residential units within the Memorial Park project area may be entirely met by Memorial Park. See Chapter 6 for design considerations of Memorial Park.

On-site Open Space Requirements

On-site open space requirements refers to the landscaped or paved area of projects on the ground level or above grade on accessible decks or plazas but does not include parking areas or storage areas.

For residential projects, usable open space requirements are established for both common open space and private open space. Common open space refers to areas accessible to all occupants of an individual residential project. Private open space refers to the enclosed yards, balconies or decks of individual units generally open to the outside.

Areas devoted to community gardens shall fully qualify on a one for one basis for the requirement of common open space requirements for residential projects.

Minimum Parcel Size

No minimum parcel sizes are provided for in the Specific Plan. However, minimum parcel sizes established in the existing zoning code shall prevail.

Noise Criteria

Because of the existing and anticipated noise levels associated with the traffic corridors and BART and SP trains going through the Specific Plan area, all residential uses throughout the Specific Plan area shall employ noise mitigation measures. These mitigation measures can include:

Title 24 Requirements

- As required by law, all multi-family dwelling projects shall employ noise mitigation measures contained in Title

24 of the California Administrative Code.

- Design housing complexes in such a manner as to incorporate hallways, open spaces, and lobbies of the building along the walls facing the major noise generators.
- Design interiors of dwelling units in such a manner as to locate the more noise sensitive rooms, such as bedrooms, away from the portions of the units facing the major noise generators.
- Locate doors, and most of the windows on sides of buildings facing away from the major noise generators.
- Install double-paned windows where appropriate.
- Incorporate into multiple family housing projects landscaping improvements, such as water fountains, which can mask the impact of intrusive traffic noise.

Exemptions to the Site and Facility Requirements

Where undue hardships, practical difficulties, or consequences inconsistent with the general purposes of this Plan result from the literal interpretation and enforcement of the site and facility requirements imposed by this Plan, the City, upon receipt of a verified application from the owner of the property affected, stating fully the grounds of the application and the facts pertaining thereto, and upon its further investigation, may grant adjustments under such conditions and safeguards as it may determine, consistent with the general purposes and intent of this Plan. Other basic requirements of this Plan shall not be eliminated, but adjustments thereof may be permitted provided such adjustments are consistent with the general purpose and intent of this Plan.

FOUR: CIRCULATION AND PARKING ELEMENT

4.1 CIRCULATION AND PARKING GOALS AND OBJECTIVES

The goals and objectives are:

Goal 1: Promote safer and easier access by eliminating existing traffic constraints throughout the City Center area and along major arterial routes to the Knox Freeway (I-580) and Interstate 80.

- As a first-level action, the roadway widening identified in Figure 15 is recommended to retain curbside parking. As congestion warrants, investigate removal of the median strip to increase street capacity along developed portions of Macdonald Avenue. Curbside parking controls shall be considered as a low priority method of increasing Macdonald Avenue's street capacity.
- Improve the Harbour Way connection to the regional highway network in conjunction with the completion of the Knox Freeway.
- Accommodate the need for left turns off Macdonald Avenue in a manner that does not disrupt the desired pedestrian activity along this street.

Goal 2: Ensure an adequate supply of secure parking conveniently located to support the land use pattern and intensity of the City Center.

- Utilize the existing surplus off-street parking to provide for the needs of new commercial development.
- Where feasible, promote the joint use of parking facilities of major institutional or commercial developments in order to minimize the total requirements for off-street parking.
- Utilize existing publicly owned vacant land for interim surface parking to manage the land supply during a gradual intensification of the City Center.

Goal 3: Take advantage of the regional accessibility provided by BART by integrating convenient automobile, pedestrian, and bus circulation with future development intensification in the City Center area.

- Assure that BART maintains an adequate parking supply for BART patrons.
- Control entrance and exit points to the BART station to minimize conflicts between pedestrians and vehicles.

4.2 STREET SYSTEM POLICIES

The following specific policies pertain to the City Center Street System:

1. Street Classification
2. Traffic Capacity
3. Improvements
4. Linkages to I-580

Street Classification

Street classifications for the City Center shall include:

- a. Major Thoroughfares:
 - Macdonald Avenue
 - Barrett Avenue
 - Harbour Way (south of Barrett Avenue)
 - Marina Way (south of Barrett Avenue)
- b. Secondary Thoroughfares:
 - 6th Street
 - 19th Street
 - Bissell Avenue
- c. Minor Streets:
 - remainder of City Center streets

Traffic Capacity

Future traffic improvements should be made to accommodate new traffic generated as new development occurs. Improvements to the existing street network do not need to be implemented immediately, but rather in a phased fashion consistent with the increase in traffic from new development.

Improvements

- a. New roadways and roadway improvements should be provided to permit the phased implementation of the Memorial Park project sub-area:
 - Extensions as shown on Figure 15 and detailed in the Urban Design Element:
 - 11th Street - 60' ROW
 - 12th Street - 60' ROW
 - 13th Street - 60' ROW
 - New roadway within Memorial Park Project sub-area, as shown on Figure 15 and detailed in the Urban Design Element:
 - Between Marina Way and the 13th Street Extension - 45' ROW
 - Between 11th Street Extension and the 12th Street Extension - 45' ROW

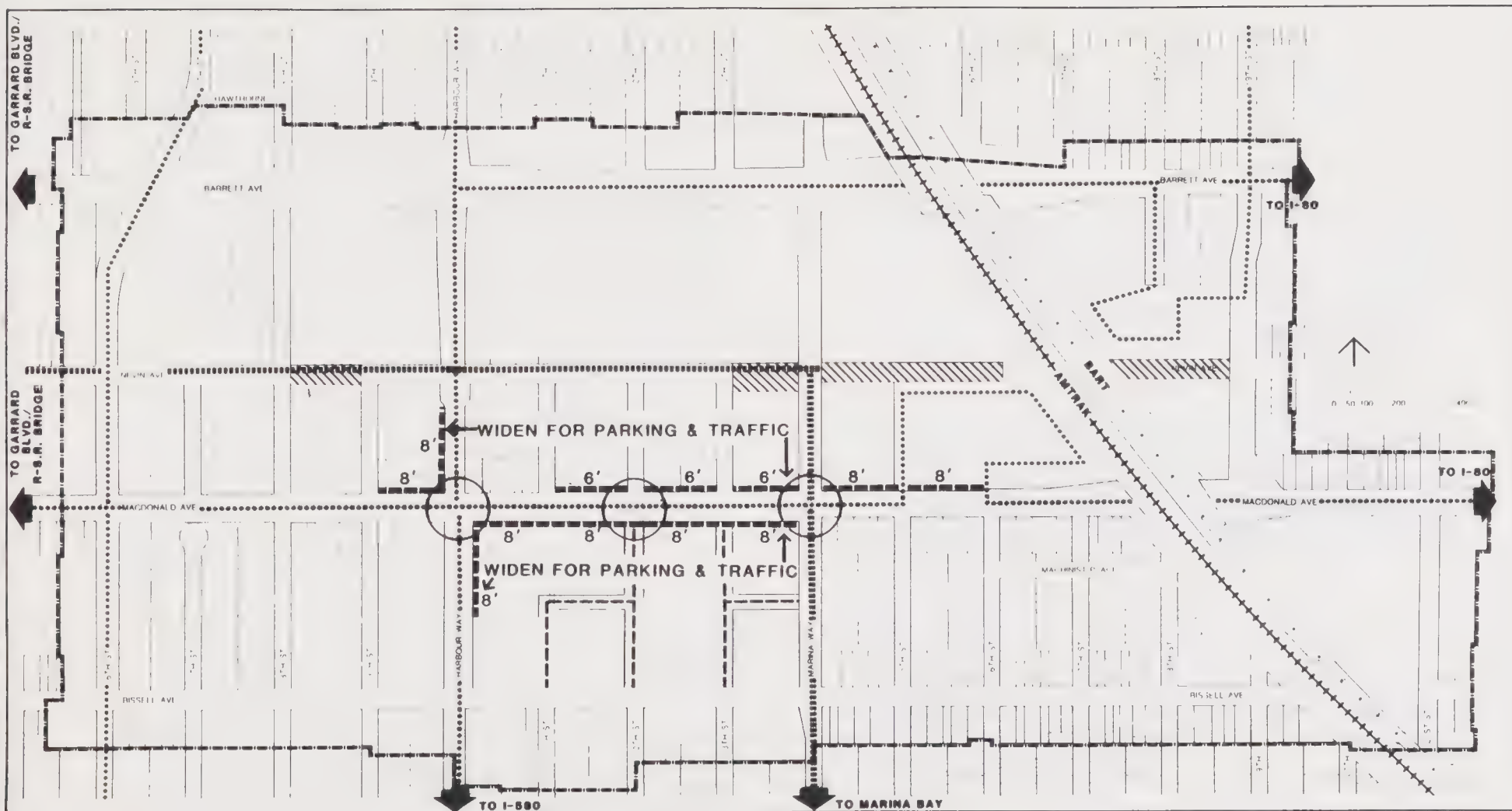


FIGURE 15 CIRCULATION POLICY DIAGRAM

- | | |
|---------------------------|-------------------------------|
| MAJOR THOROUGHFARE | NEVIN MALL (AUTOS PROHIBITED) |
| NEW ROADWAY | BIKE ROUTE |
| INTERSECTION IMPROVEMENTS | ROADWAY WIDENING |
| BUS TRANSIT | |

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- Widening in order to maintain adequate width for street parking as shown on Figure 15 and detailed in the Urban Design Element:
- Macdonald Avenue - Reserve the following property sections for future widening when traffic conditions warrant: an 8-foot section on the south side of Macdonald Avenue between Harbour Way and Marina Way; a 6-foot section on the north side of Macdonald Avenue between 11th Street and Marina Way; for a future bus turnout, an 8-foot section on the north side of Macdonald Avenue between Harbour Way and 25 feet east of 9th Street; and for intersection approach improvements, an 8-foot section on the north side of Macdonald Avenue from Marina Way to 16th Street.

b. Intersection Upgrades, as shown on Figure 15:

- Harbour Way at the intersection with Macdonald Avenue - Reserve the following property sections for future widenings; an 8-foot section on the west side of Harbour Way to a point about 108 feet north of Macdonald Avenue, for a parking/auxiliary lane, which would ultimately be extended to Nevin Avenue with potential redevelopment of the old Social Security Building in the central part of this block; an 8-foot section on the east side of Harbour Way for the length of the existing park at this corner, for future turn capacity improvements.
- Harbour Way at Macdonald Avenue - In conjunction with the approach widenings discussed above, upgrade and relocate traffic signals to correspond to additional

through lanes on Macdonald Avenue and turn lanes on Harbour Way (left or right turn lanes, as necessary), and optimize signal timing with regard to left turn capacity.

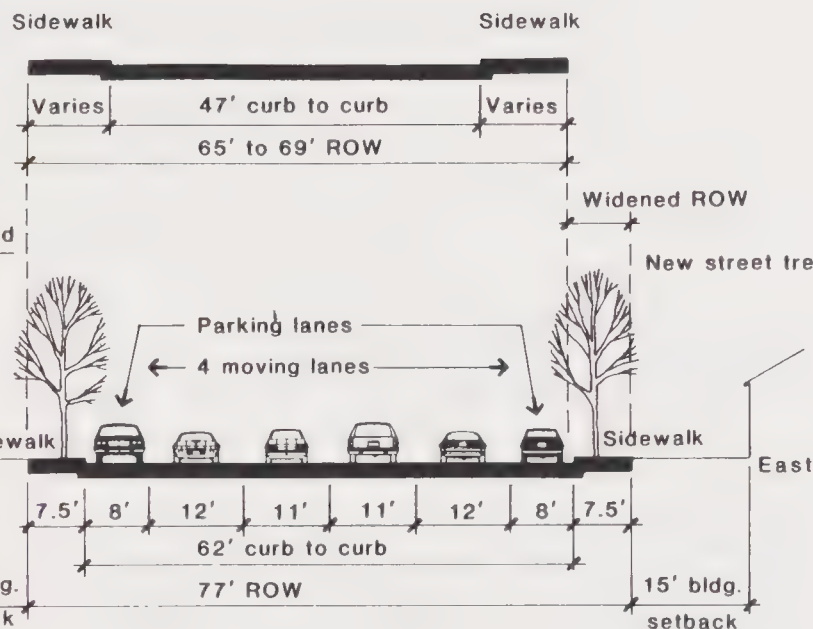
- Marina Way at Macdonald Avenue - In conjunction with the Macdonald Avenue widening project discussed above, upgrade and relocate traffic signals to correspond with additional through lanes on Macdonald Avenue, and optimize signal timing with respect to left turn capacity.
- 12th Street at Macdonald Avenue - The signal at 12th Street and Macdonald Avenue should be made fully operational to improve the 12th Street traffic access to Macdonald Avenue from new and existing development, given increased through-traffic on Macdonald Avenue.

Linkages to I-580

Connections to the regional roadway network could be improved and thereby make the City Center area more easily accessible. Desirable future cross sections for City Center regional access include:

- a. Harbour Way: Figure 16 illustrates the suggested cross sections for Harbour Way between Macdonald Avenue and Cutting Boulevard. The section pertaining to the segment north of the railroad right-of-way to Bissell Avenue would involve widening the existing 65 to 68-foot right-of-way to 77 feet on the east side, where feasible, and maintenance of a 15-foot building setback.

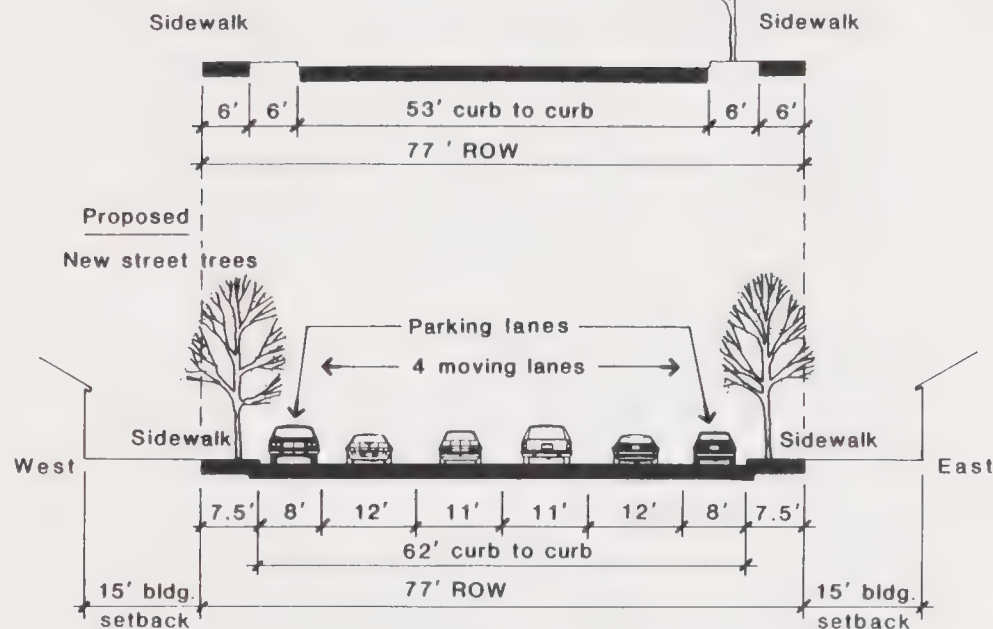
Existing



NOTES

- Widen ROW on east side to accommodate 4 moving lanes and provide street parking to serve residential uses proposed in general plan
- Maintain 15' setback on both sides to minimize noise impacts on residential uses and to reinforce street wall definition on arterial
- Install *Platanus acerifolia* (London Plane Tree) as street tree to improve visual linkage between City Center and I-580

Existing



NOTES

- Increase paved section to accommodate 4 moving lanes and provide street parking to serve residential uses proposed in general plan
- Maintain 15' setback on both sides to minimize noise impacts on residential uses and to reinforce street wall definition on arterial
- Install *Platanus acerifolia* (London Plane Trees) as street tree to improve visual linkage between City Center and I-580

FIGURE 16 PROTOTYPICAL DESIGN-CROSS-SECTIONS FOR LINKAGES TO I-580

RICHMOND CITY CENTER SPECIFIC PLAN

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The basic 77-foot cross section would include the following elements on each side of the centerline:

- 7.5-foot sidewalk with street trees
- 8-foot parking lane
- 12-foot travel lane
- 11-foot travel lane

Total curb-to-curb width would be 62 feet, as compared to 47 feet existing.

The section in Figure 16 which pertains to the segment south of the railroad right-of-way to Cutting Boulevard would involve the same physical cross section, but would not involve property acquisition.

- b. Marina Way: Figure 17 illustrates three suggested cross sections which would be built within the existing right-of-way along Marina Way between Macdonald Avenue and Cutting Boulevard. The section in Figure 17 which represents the concept for the segment from Ohio Avenue to Cutting Boulevard would involve the following elements on each side of the roadway centerline:

- 12-foot sidewalk with street trees
- 14-foot shared bike lane and parking lane
- 14-foot travel lane

This segment would not involve any roadway widening, but would involve landscaping (street trees), sidewalk/curb/gutter improvements, lighting modifications, and pavement markings.

The section in Figure 17 which represents a two-block segment between the grade separation north of Ohio Avenue and Bissell Avenue is constrained by a narrow 50-foot right-of-way. Within the existing 50-foot right-of-way, two 11-foot travel lanes, a 12-foot shared bike lane/parking lane, and two 8-foot sidewalk/landscaping strips would be maintained. The bike lane would be installed on the east side of the street, to coincide with the pedestrian walkway which is incorporated into the undercrossing north of Ohio Avenue. No changes are suggested for the undercrossing.

The section in Figure 17 which illustrates the suggested cross section between Nevin Avenue and Bissell Avenue would involve pavement markings and landscaping within the existing right-of-way. A 14-foot shared bike lane and parking lane would be installed on the east side of the street to be consistent with the segment described above and provide direct access to BART. Three travel lanes would be provided in the remaining space. This provides flexibility with respect to function, to use one lane as a left turn lane (the middle lane) or an auxiliary lane (the west lane).

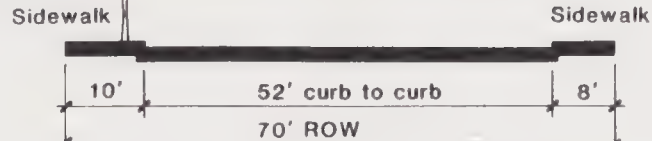
4.3 PARKING POLICIES

The following specific policies pertain to City Center parking in each of the parking sub-areas identified in Figure 18.

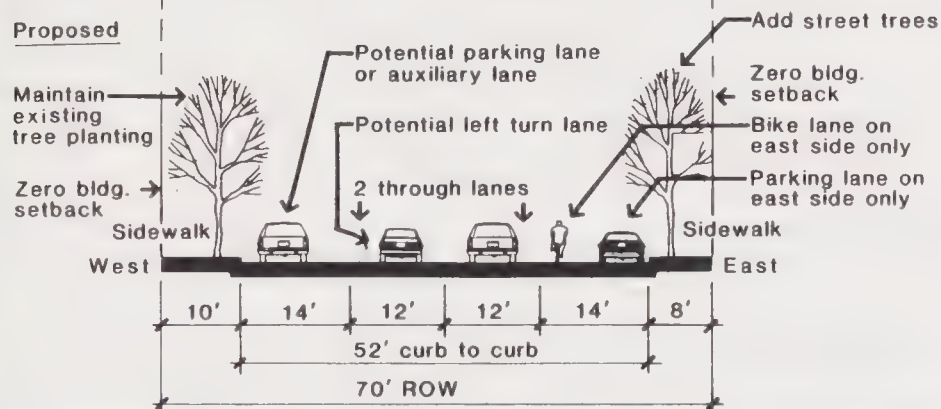
Parking Sub-area 1

- a. The City shall retain two sites for parking structures to serve office-retail commercial core where on-site parking is not adequate or desirable. The sites shown on

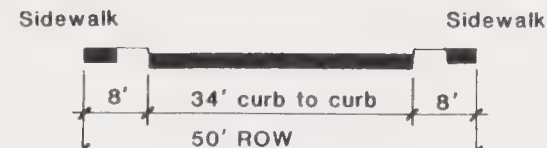
Existing



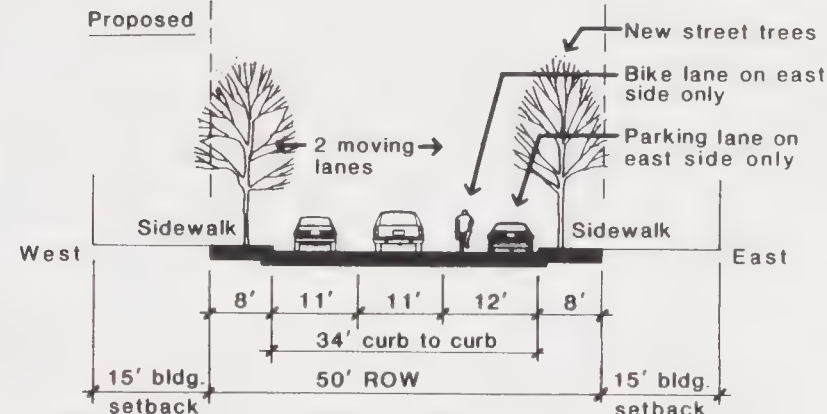
Proposed



Existing



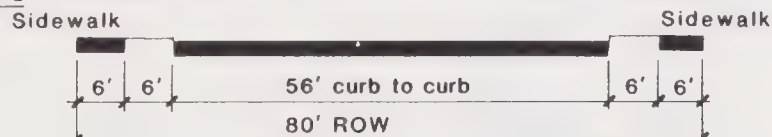
Proposed



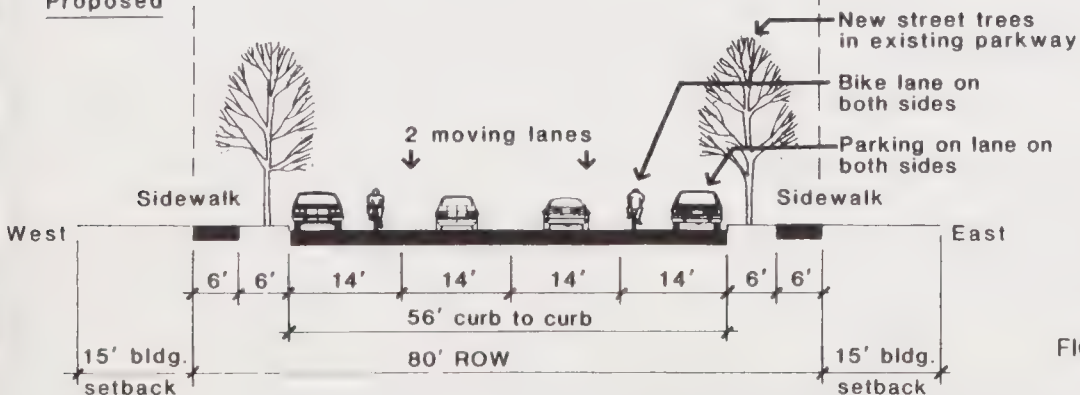
Existing

MARINA WAY

Ohio to Cutting



Proposed



NOTES

- Do not alter paved section
- Stripe for bike lane(s) -- see sections
- Maintain parking on streets -- see sections
- Install *Platanus acerifolia* (London Plane Tree) as street tree -- see sections

FIGURE 17 PROTOTYPICAL DESIGN CROSS-SECTIONS FOR LINKAGES TO I-580

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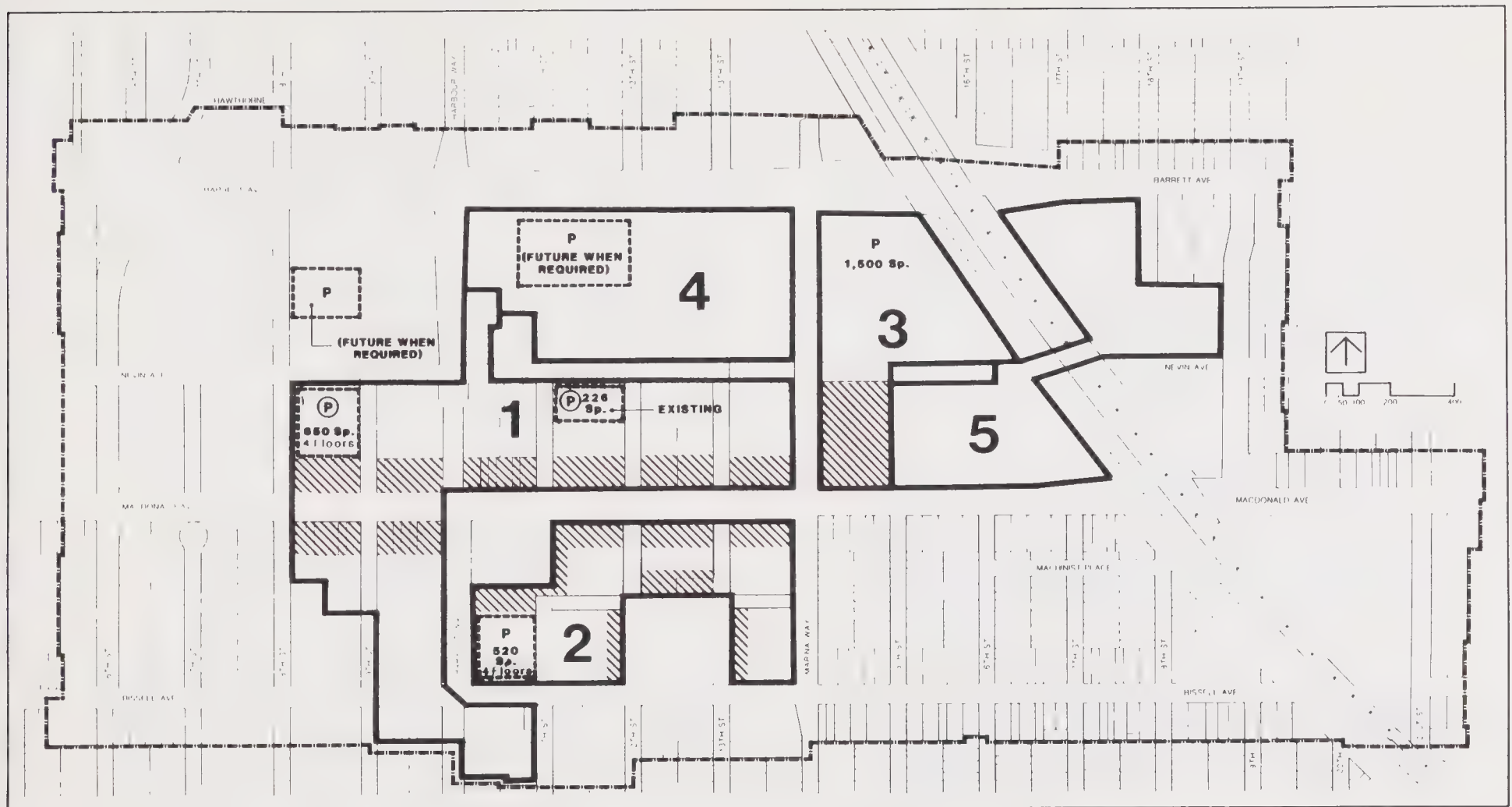






FIGURE 18 PARKING POLICY DIAGRAM

- | | |
|--|---|
|  SUBAREA |  PRIVATE OR CITY OWNED |
|  MAJOR PARKING FACILITY |  NO OFF-STREET PARKING PERMITTED |
|  CITY OWNED | |

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Figure 18 are preferred locations for the required parking structures; however, they may be located on other sites, provided that the required number of spaces are provided, they are located conveniently to the areas to be served, and that circulation issues and any potential environmental impacts are adequately addressed:

- 1) Existing 226 space structure, on Nevin between 11th Street and 12th Street, principally dedicated to short-term parking.
- 2) A new approximately 650 space parking structure as demand warrants, to serve long and short-term demands.
 - To serve interim needs created by displacement of other parking areas in the downtown, the site may be improved as a temporary surface parking lot for approximately 160 cars.
- b. In order to promote ground level retail and a continuous building street wall, parking shall not be permitted on-site adjacent to Macdonald Avenue and property owners shall participate in a sub-area parking improvements program.
- c. Off-street parking requirements shall be provided according to Table 5 and City of Richmond design standards.
- d. On-street parking shall be maintained with appropriate time limits.

Parking Sub-area 2

- a. The City shall retain a site at the northeast corner of Harbour Way and Bissell Avenue to accommodate surface or structured parking to meet parking demands of the Memorial Park Area. The sites shown on Figure 18 are preferred locations for the required parking structures; however, they may be located on other sites, provided that the required number of spaces are provided, they are located conveniently to the areas to be served, and that circulation issues and any potential environmental impacts are adequately addressed:
 - 1) The site shall serve long-term parking demand for permitted office/retail development.
 - 2) The site can accommodate up to approximately 520 spaces in a 4-level structure or can be improved for interim use as a surface parking lot of approximately 130 spaces.

Alternatively, if a single developer master plans the entire Memorial Park project area site, an alternative location(s) may be approved for this parking requirement, so long as it does not adversely affect City Center circulation patterns.

- b. In order to promote ground level retail and a continuous building street wall, parking shall not be permitted on site adjacent to Macdonald Avenue and property owners shall participate in a sub-area parking improvements program.

TABLE 5
PROPOSED OFF-STREET PARKING REQUIREMENTS

Richmond City Center Specific Plan

Land Use	Number (Spaces/Units)	Location Provisions
Retail	3.0/1,000 s.f.	incorporated into off-street parking improvement program ²
General Office	2.5/1,000 s.f.	incorporated into off-street parking improvement program ²
General Commercial	4.0/1,000 s.f.	50 percent on site ¹
Medical Facilities	5.0/1,000 s.f.	on site
Multiple Family	1.5/unit	on site
Single Family	2.0/unit	on site

¹Subject to administrative review and approval.

²For parking sub-area 2, 20% of total shall be designated short-term parking and provided within individual project developments.

Source: Wilbur Smith and Associates, ROMA Design Group, 1987

c. The subdivided parcels within the Memorial Park developable area shall provide parking as follows:

- 1) *Residential*: All permitted residential uses shall provide parking on site within each subdivided parcel.
- 2) *Commercial*: For commercial uses (retail and office) a minimum of 20 percent of the total parking requirement shall be provided as short-term parking on site within each subdivided parcel. Property owners shall participate in a parking improvement program to meet requirements not provided on site.

Parking Sub-area 3

- a. The City shall retain or designate for interim surface parking (approximately 600 spaces) the northern parcel of the BART site to support initial development requirements on the southern parcel.
- b. The City shall support development intensification in Sub-area 3 by providing for or requiring structured parking on the northern boundary of the interim parking lot to serve the total parking requirements in Sub-area 3. A six-level structure of approximately 1,500 spaces would be required to support the development anticipated.
- c. Property owners shall participate in a sub-area parking improvements program.
- d. On-street parking shall be maintained with appropriate time limits.

Parking Sub-area 4

- a. Parking requirements for future development shall be provided within Sub-area 4 in accordance with the requirements set forth in Table 5.

Parking Sub-area 5

- a. Parking required for any future development of the BART station parking lots shall be sufficient to provide, on site:
 - 1) Requirements specified in Table 5; and
 - 2) In addition, BART patron parking, established by BART District.

4.4 TRANSIT SYSTEM POLICIES

The following specific policies pertain to transit (also see the Appendix - Transportation):

- a. The City should maintain appropriate provisions for transit service including geometric design and walking distance criteria to all areas of the City Center through consultation with involved agencies. Service in residential areas should only be established if adequate demand exists.
- b. Bus stops should be designated by the City in consultation with AC Transit and other agencies.

- c. Bus shelters should be provided by developers and the transit agencies as determined by the City.

4.5 PEDESTRIAN AND BICYCLE FACILITY POLICIES

Specific policies pertaining to pedestrian and bicycle facilities are presented below:

- a. Design of the pedestrian and bicycle system should:
 - maximize safety of pedestrians;
 - provide convenient and safe access to and from transit stops, parks and commercial areas;
 - provide convenient bicycle and pedestrian access between residential, commercial and recreational areas;
 - separate major bicycle and vehicular flows where the need is established.
- b. Bike routes or paths should be clearly designated and well maintained.

richmond1/SP4226

FIVE: URBAN DESIGN ELEMENT

5.1 URBAN DESIGN GOALS AND OBJECTIVES

The goals and objectives are:

Goal 1: Establish design guidelines for new development in the City Center that improve the visual quality and provide a unifying image for the district.

- Promote the clear definition of an attractive, continuous street wall pedestrian environment within the primary retail district by encouraging infill of vacant parcels, prohibiting off-street parking that disrupts the continuity of commercial frontage, and requiring ground level street frontage to have sufficient glass area to be suitable for future retail functions.
- Ensure the provision of pedestrian-scaled amenities in association with new development, such as the use of awnings, arcades along principal retail frontages, landscaped plazas at major gathering points or building entrances, conveniences such as benches and trash receptacles, and pedestrian-scaled lighting to improve safety and improve commercial ambience.
- Improve the quality of the existing residential neighborhoods by promoting residential infill development that is in scale with the adjacent development, utilizing such elements as articulated facades, avoiding large blank walls, and minimizing shading or visual intrusion into existing development.

- Ensure that new development is compatible with existing major facilities such as the Social Security Payment Center and historic commercial core (e.g., Hotel Don, Wells Fargo building, etc.), by promoting the use of building materials and colors that are of similar hue, texture, and weight.
- Promote consistent signing within the City Center to achieve the image of a cohesive identifiable district.

5.2 AREAWIDE URBAN DESIGN POLICIES

The Areawide Urban Design policies are shown graphically on the policy diagram, Figure 19. The specific policies include:

Street Setbacks and Build-to Lines

- a. In order to maintain the existing character of the commercial role of the City Center, selected streets are designated for a zero-setback provision or build-to line. These streets are shown in Figure 19. This provision is meant to establish a consistent "street wall" along principal streets in the City Center to improve the definition of the streets and principal public open spaces.
 - For all zero-setbacks/build-to lines, pedestrian amenities such as building entry plazas, entry courts, retail arcades, etc. shall be required to improve the area-wide commercial environment.
 - For all zero-setbacks/build-to lines, street corners shall be articulated to preserve line of sight for traffic

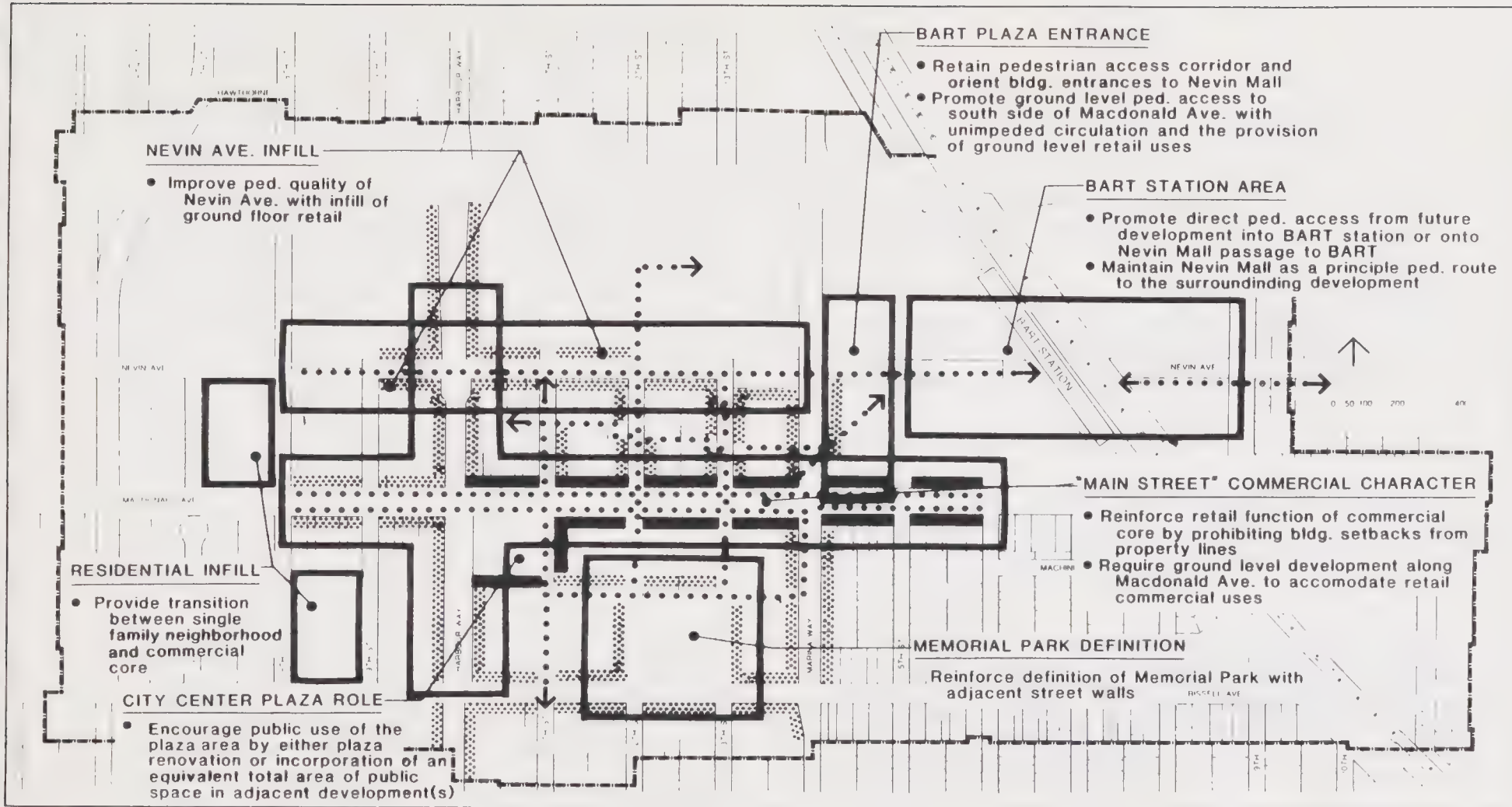


FIGURE 19 URBAN DESIGN POLICY DIAGRAM

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safety, consistent with the City's Traffic Department standards.

- b. For all other street segments within the City Center Specific Plan area not designated in Figure 19 as zero-setback ("build-to" line), the street setbacks shall be 15 feet, the side yard and rear yard setbacks shall be per the zoning code.
- c. For Harbour Way and Marina Way linkages to I-580, a street setback of 15 feet shall be maintained to minimize noise impacts on sensitive development and to provide a landscaped corridor for these major arterial connections. (See also Chapter Four, Circulation Element "Linkages to I-580").

Ground Floor Commercial/Retail Requirements

- a. In order to assure that development in the City Center area will support the retail function of the principal commercial street, Macdonald Avenue, selected blocks along Macdonald Avenue are designated for the encouragement of ground floor retail uses.
- b. Ground floor areas facing Macdonald Avenue on these blocks shall be designed to accommodate retail activities by providing a minimum of 60 feet of commercial depth and with a minimum of 60 percent of the street frontage in windows.

Pedestrian Circulation

A principal pedestrian circulation network is diagrammatically shown on Figure 19. This network will link the areas

of principal ground level retail activity and principal open space resources with major generators of pedestrian traffic.

- a. The pedestrian network shall permit free pedestrian movement 24 hours per day.
- b. The pedestrian network shall be improved with paving of adequate width, be provided with amenities such as benches and drinking fountains, and shall have appropriately scaled lighting to provide for security.

Transitions to Existing Neighborhoods

Transitions to existing neighborhoods shall be established for residential infill projects to assure complementary scale in the adjacent buildings and to minimize impacts to existing privacy and access to sunlight.

- a. Residential infill projects in the residential neighborhoods shall incorporate articulated building facades that emphasize individual entrances and definition of individual dwelling units. Large, blank walls or flat surfaces visible from the street or adjacent to existing residential development shall be prohibited.
- b. Where residential infill projects share a common property line with existing residential development, the height of the infill projects shall step-down at the shared property lines to minimize shading or visual intrusion into adjacent, private open space.

Commercial Signs

Signage within the City Center Specific Plan area shall be designed in a manner which promotes the following objectives:

- a. Provides sufficient identification of business firms located within the City Center area.
- b. Adequately conveys the directional information needed by motorists, pedestrians, and transit patrons entering and leaving the area.
- c. Contributes positively to the visual appearance of the area.

To achieve these objectives the following provisions and procedures shall be adhered to:

General Requirements

The following general requirements shall be met.

- No advertising sign (a sign advertising a business, commodity, product, service, uses or activity sold or offered or conducted elsewhere than on the premises upon which such sign is located) shall be permitted in the City Center Area in areas exposed to public view with the exception of the BART station ticketing and platform areas. In the latter case such advertising shall not be visible from other adjoining areas.

- Signs should be designed as a part of the building and landscaping and not as unrelated objects.
- The scale of signs and letters and symbols employed should be designed to be legible by the intended viewer. Differing requirements of pedestrians and motorists must be recognized.
- Color should be used carefully. Limited use of several colors with strong contrast between background and signage is recommended to make the signs easily readable. Too many colors reduce legibility and should be avoided.
- Signs should be constructed with quality materials and in a craftsman like manner to ensure both an attractive appearance and a durable product.
- Use of illuminated signs is encouraged to promote a lively and safe environment after dark. The illumination should be controlled to avoid glare or levels of illumination which would be an annoyance to occupants of upper floor space and housing units within or adjoining the City Center area.
- Materials, shapes, colors, type face and placement should be consistent throughout a sub-area. The signage should be used as a major means of establishing a distinctive identification and image for each of the sub-areas.
- All development applications shall include a signage program specifying the design for all publicly exposed signs. The signage program shall be submitted to the Design Review Organization (DRO) for their approval. The

DRO's approval shall be based on findings of compliance with criteria, including:

1. Conformance to standards for various types of signs;
2. Compliance with the "theme" established by other signs in the surrounding sub-area;
3. Whether the signage program will enhance the appearance of the area; and
4. Whether the¹ signage program will be sufficiently legible to reasonably present public information.

Building or Building Complex Identification Signs

A building identification sign is one which identifies the name and/or address of a building or the name or logo of the building tenant if a single tenant occupies the building. Three types of building identification signs are permissible.

- *Attached Sign.* Each facade of a building may incorporate an attached sign if designed as an integral part of the building architecture. The signs may be scaled and placed to be read by motorists or transit riders passing or entering the City Center area.
- *Roadway Entrance Sign.* A freestanding sign shall be permitted along the main vehicular access to the building or building complex. The sign should be perpendicular to approaching traffic. The surface area of any side of the sign shall not exceed 16 square feet and the height of letters shall not exceed 7 inches in height. To ensure legi-

bility, copy on the sign should be placed no lower than three feet and no higher than seven feet from the ground elevation. The sign may incorporate a business directory sign as described below.

- *Business Directory Sign.* A business directory sign is one which identifies multiple tenants located in the same premises, often above the ground floor. A business directory sign may be located along main vehicular access routes, attached to the building to which it applies near the main building entrance(s) and at elevators, escalators or stairs serving as major access points to upper floor uses. If located as a freestanding sign along the vehicular approach it must be combined with a freestanding building identification sign if the latter is provided. The maximum surface on any one side of business directory signs shall not exceed 12 square feet.

Business Establishment Signs

A business establishment sign identifies the name of an individual business and/or product produced or sold on premises or the services offered on premises. Such signs shall be placed on the building facade occupied by the identified business. A business establishment sign may be used for businesses located on the ground level and/or businesses located on upper levels. The total surface area of all signage for all businesses shall not exceed 20 percent of the total facade surface of the one-story portion of the business establishment to which it applies. The signage may be provided in any or all of the following ways.

- Wall sign painted on, incorporated in or affixed to the building wall.

- Hanging or projected sign provided that the sign projects no more than five feet from the wall surface.
- Signs attached or incorporated with a projecting canopy or overhead shade structure or arcade.
- A permanent window sign.

Building Materials and Colors

No attempt should be made to impose a standardized architecture on the area but a sufficient consistency in materials and building colors should be achieved to ensure a unified appearance. Building architecture should avoid a monumental look and instead establish a lively, commercial character.

- Red brick that harmonizes with the early commercial style of the Hotel Don, the Wells Fargo Building at Harbour and Macdonald, and the Social Security Payment Center should remain the primary building facade material or decorative theme.
- Embellished paving areas should incorporate red brick or tile pavers with decorative concrete that harmonize with the existing improvements established in the public plazas and pedestrian ways within the Redevelopment area.

5.3 SPECIFIC SUB-AREA URBAN DESIGN POLICIES

Specific policies are established for the sub-areas within the City Center identified in Chapter 3, Land Use Element. The policies include design provisions that will help to

achieve the areawide goals and objectives. The policy areas include:

1. Central Core.
2. BART station sub-area.
3. Memorial Park sub-area.
4. BART parking area sub-area.
5. Kaiser facility sub-area.
6. Social Security Payment Center sub-area.
7. Single-Family Neighborhood sub-area.
8. Multiple-Family Neighborhood sub-area.
9. General Commercial sub-area.

Central Core Sub-area

The central core sub-area contains the basic fabric of the original commercial development, characterized by typically 25-foot wide parcels and buildings with no setbacks from street, side or rear yards. The Areawide Specific Plan provisions are intended to retain this basic fabric by encouraging infill of compatible structures maintaining "build-to lines" along critical streets; by limiting the location of surface parking along the primary retail streets (see Chapter Four, Circulation and Parking Element, Figure

18); and by maintaining and extending the mid-block passages between 11th Street and Marina Way (see Chapter Six, Conservation, Recreation and Open Space Element, Figure 23).

BART Station Sub-area

The BART station sub-area is the area owned by the Redevelopment Agency on the west side of the BART station which could be developed as an integrated project phased to respond to market forces.

1. Phasing

To provide convenient parking dedicated to this project area and in support of moderately intense commercial office development it is envisioned that the entire project area would be included in the initial development but designed to accommodate later intensification.

- *Phase One.* The phase one development of this project site would be located at the corner of Macdonald and Marina Way and all parking would be provided in surface lots on the parcel at Marina Way and Barrett.
- *Phase Two.* When market conditions warrant and parking structures are financially feasible, phase two would redevelop the phase one parking area and provide replacement parking for phase one and a new building site with additional on-site parking to serve the intensification.

2. Pedestrian Circulation and Open Space

Because of the critical location of this project site adjacent to the BART station, pedestrian circulation and open space should integrate the station entrance on Nevin Mall with the rest of the City Center.

- *BART Plaza Entrance.* A major new BART entry plaza should be incorporated into the new development at Nevin Mall with pedestrian entrances to the new development.
- *Connection to South of Macdonald.* A direct pedestrian link should be provided that connects the major pedestrian generators south of Macdonald through the project area to the Nevin Mall. (See Figure 19.) To the extent possible, this connection should include adjacent ground level retail activities to help establish this route in the overall pedestrian circulation network.

Memorial Park Sub-area

The size of the contiguous parcels surrounding the Memorial Park site represent a unique opportunity in the City Center to achieve a coordinated mixed use development that could, in itself, establish a design image for the City Center. The design provisions for this key area have been developed to accommodate a phased realization and a variety of land use mixes to respond to market forces.

1. Central Open Space

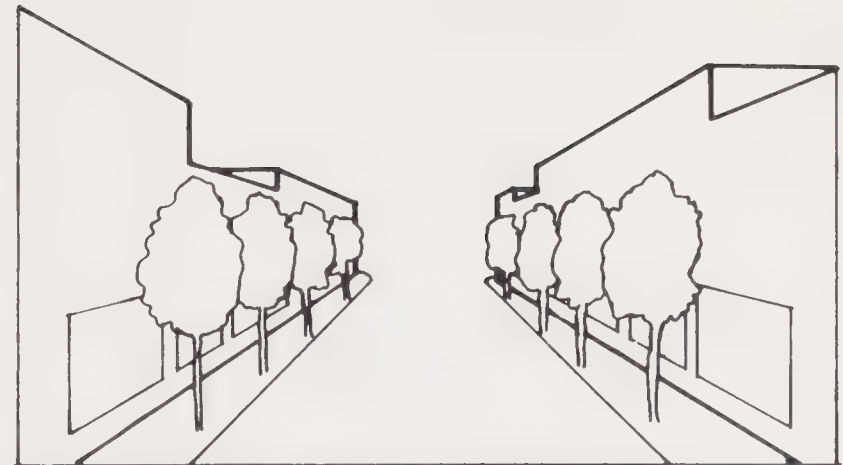
The central open space around which the development should be focused is the Memorial Park. (See Chapter Six,

Conservation, Recreation and Open Space Element, and the Appendix, Mitigation Measures.) The design intent for development surrounding the central open space is shown in the detail illustrative concept, Figure 20. This illustrative site plan is not meant to be an explicit depiction of development, but represents potential building prototypes adapted to the site.

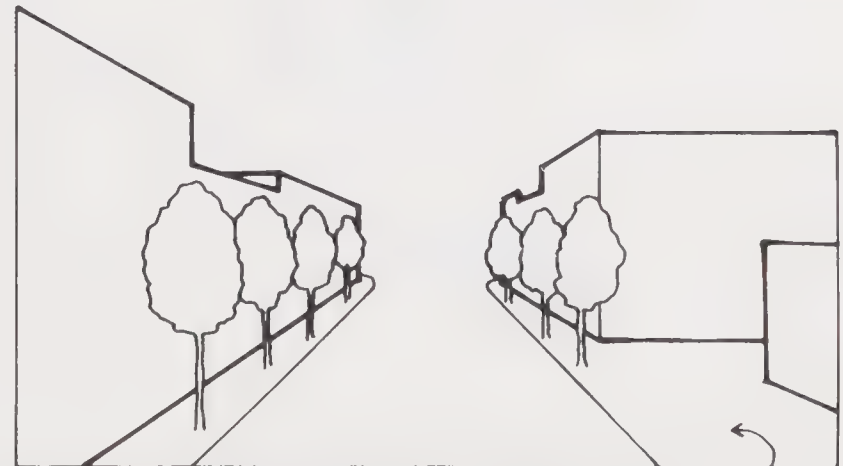
- *Vehicular circulation.* Vehicular circulation is provided for around three sides of the open space in order to increase visibility and promote surveillance. Although recommended, this circulation pattern is not necessarily required. Alternative schemes should be considered on an individual basis.
- *Street Wall.* Development surrounding the open space should be built with no setback from the property line in order to help define a strong street wall to better enclose the open space and emphasize its open character in contrast to commercial and residential development.
- *Ground level uses.* Ground level uses surrounding the development adjacent to the open space should not include parking or storage areas that would disrupt the continuous street wall or not take full advantage of the visual amenity of the open space.

2. Building Prototypes

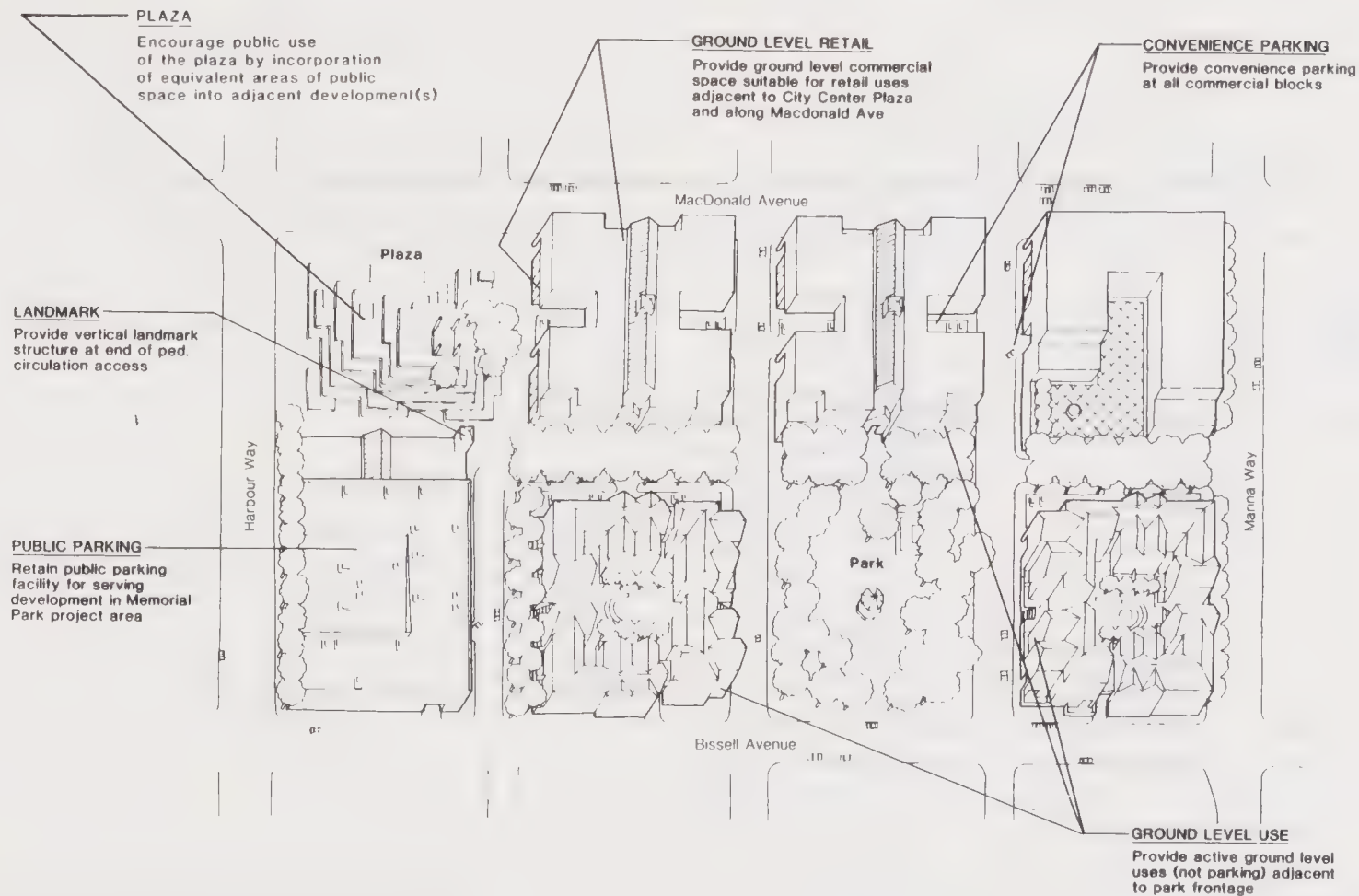
The building prototypes envisioned for the Memorial Park project site include commercial office, multiple-family residential, with ground floor retail uses at specified locations. The prototypes are included in the Specific Plan in order to indicate how the design provisions might be achieved but



**WELL DEFINED STREET WALL WITH
CONTINUOUS RETAIL FRONTAGE**



**HOLE IN CONTINUOUS STREET WALL
DISRUPTS RETAIL FUNCTION**



NOTE: This diagram is illustrative and does not reflect precise building configurations or open space improvements



FIGURE 20 MEMORIAL PARK SITE DETAIL ILLUSTRATIVE CONCEPT

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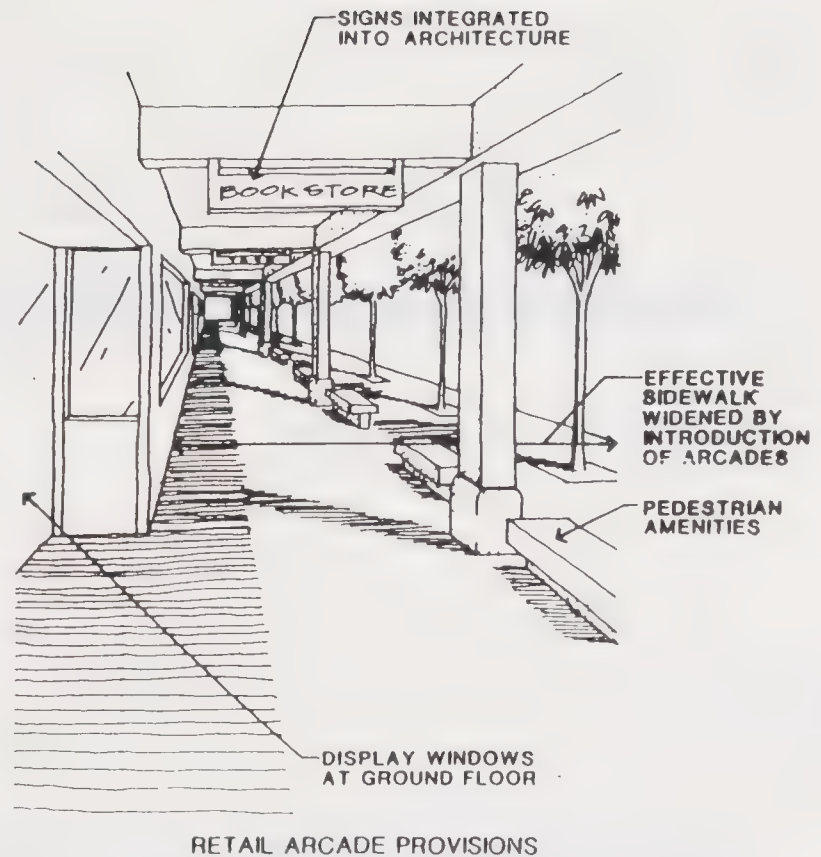
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are not necessarily the only permitted building configurations. The range of configurations is large but key principals are shown in Figures 21 and 22.

- *Commercial Prototypes.* Figure 21 illustrates two possible commercial prototypes that could be placed on the Macdonald Avenue frontage. One includes only the twenty percent required on-site parking, relying on the centralized structure at Harbour Way to meet its parking requirement. (See Chapter Four Circulation and Parking Element.) The other shows how a parking structure could be incorporated on site to meet the entire parking requirement.
- *Residential Prototypes.* Figure 22 illustrates two different residential prototypes. One includes ground level retail development and is intended for application to the Macdonald Avenue frontage in a mixed-use configuration if commercial office is not included in the project. (See also Chapter Three, Land Use Element.) The other prototype shows a housing development without the retail component.

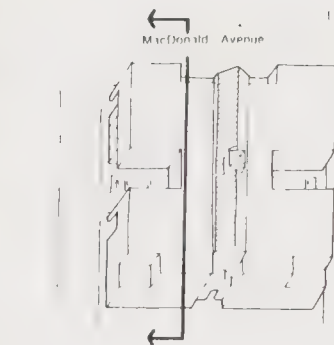
3. Pedestrian Arcade

A continuous pedestrian arcade shall be incorporated along the Macdonald Avenue frontage and both the east and south boundaries of the City Center Plaza to provide a wider sidewalk to accommodate pedestrian movement and to define a strong, integrated design image for this key development in the City Center. (See Figures 21 and 22.)



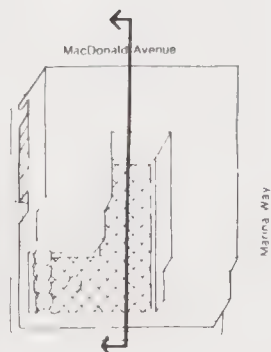
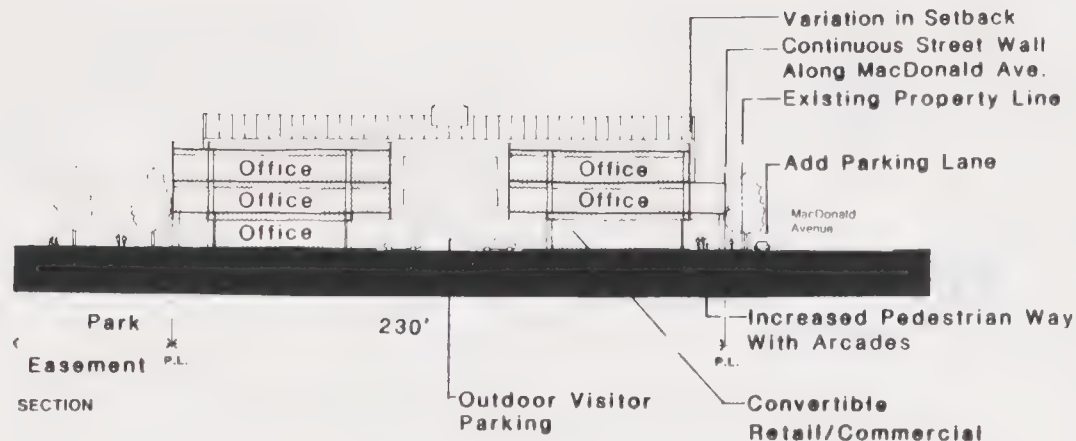
BART Parking Area Sub-area

Future development of the BART parking lots is dependent on a market for commercial development in the City Center with land values that can support replacement of the existing surface parking in structure. It will also require resolution of the "right of first refusal" held by the City over air rights development. (See Chapter Eight, Implementation.) When, however, these conditions have been met, the BART parking lots present specific design opportunities



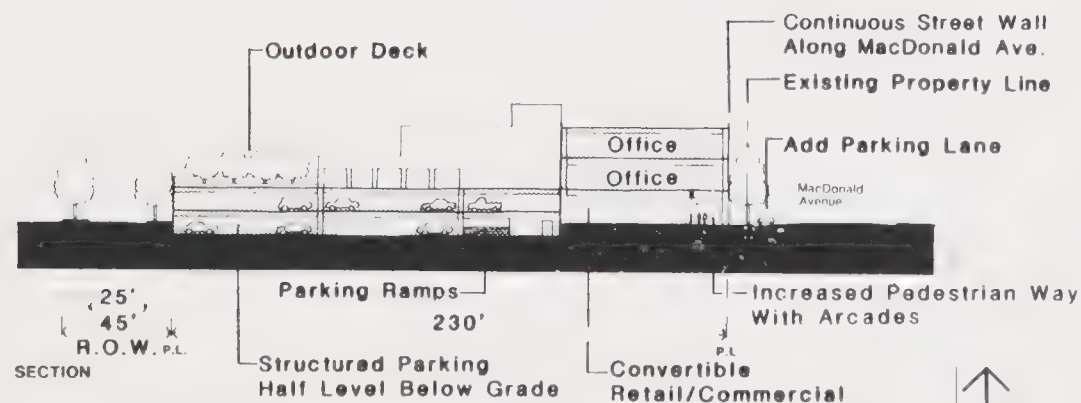
PLAN

COMMERCIAL PROTOTYPE I



PLAN

COMMERCIAL PROTOTYPE II



80 40 20 10 0

FIGURE 21 MEMORIAL PARK SITE COMMERCIAL DEVELOPMENT PROTOTYPES

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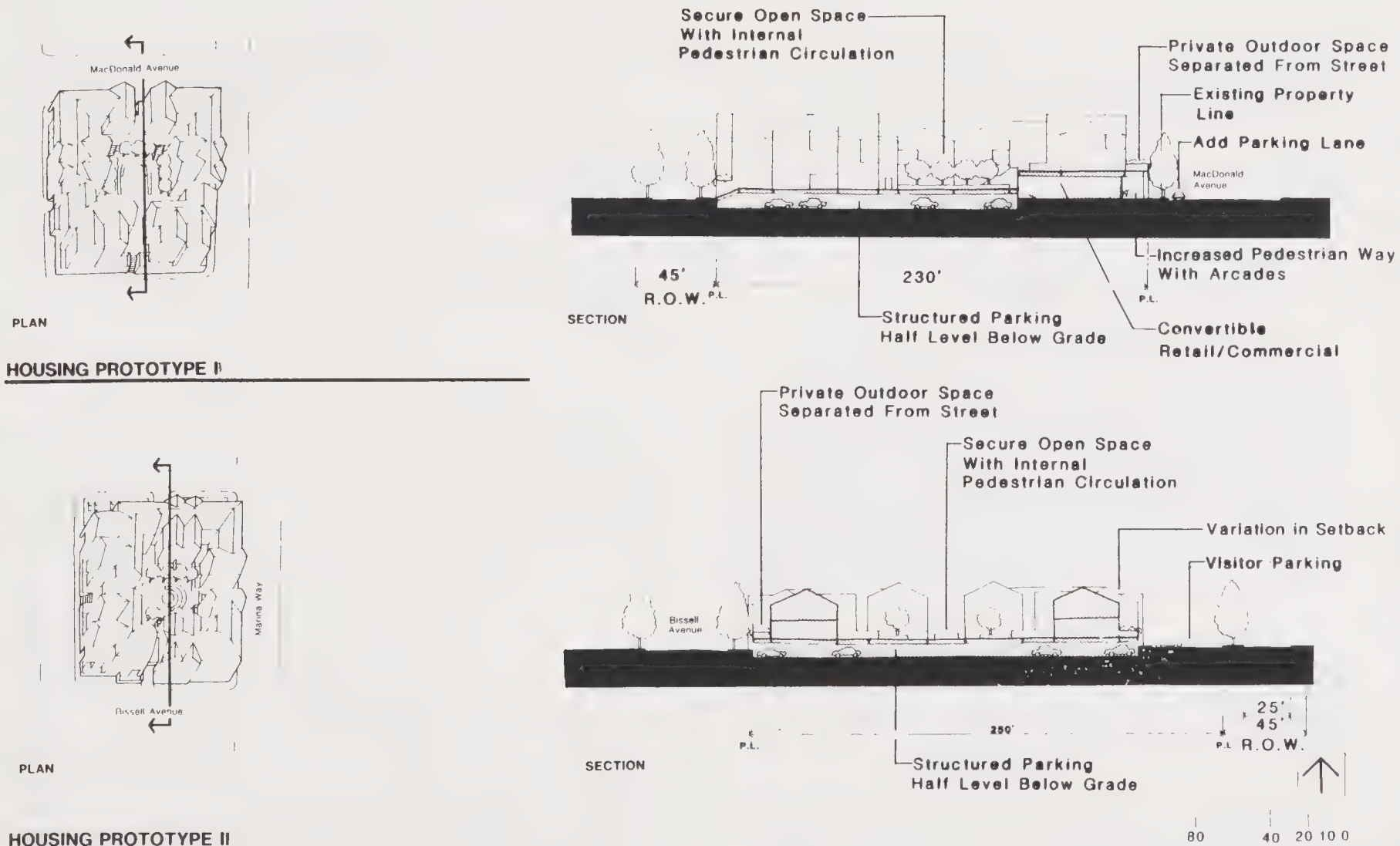


FIGURE 22 MEMORIAL PARK SITE RESIDENTIAL DEVELOPMENT PROTOTYPES

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that should be realized to reinforce the role of this major transportation improvement in the City Center area.

- a. Future commercial developments at the BART station parking lots should include direct access to the BART station or provide pedestrian entrances directly onto the Nevin Mall.
- b. The Nevin Mall shall be retained as the principal pedestrian route connecting the station to the City Center and shall be kept open at ground level.
- c. Driveway access points to future parking structures on the two lots should be designed to minimally disrupt through traffic on Macdonald Avenue. This might include a lower-grade right-turn into a future parking structure off Macdonald east of the present 16th Street entrance.

Kaiser Facility Sub-area

The Kaiser facility has considered expansion of the existing clinic for a long period of time and has proposed specific projects ranging from 50 to 200 additional beds. Expansion of this facility should be encouraged to provide needed commercial stimulus to the City Center. The improvements to the Kaiser facility, however, should generally be confined to the existing site in order to maintain adjacent parcels for the purposes of meeting potential core district area parking requirements.

- a. Arrangements for the temporary use of Redevelopment Agency land for surface parking south of the Kaiser facility should be considered only if it does not conflict

with the overall parking requirements for the support of commercial intensification in the central commercial core. (See Chapter Four, Circulation Element.)

- b. Future structured parking provided on the existing Kaiser facility parcel should be located so that access does not conflict with the pedestrian route designated along the Nevin Mall alignment. (See Chapter Six, Conservation, Recreation, and Open Space Element.)

Social Security Payment Center Sub-area

The Social Security Payment Center Parking lot presently serves the existing payment center. Because of the fluctuations in seasonal employment at the center, the parking lot does not always accommodate the needs of the center. With future commercial intensification of the City Center, and uncertain parking needs for the payment center, it is anticipated that eventually there will need to be additional parking provided for the center.

- a. When any future improvements are proposed to the parking area at the payment center, the entire parking provisions should be accommodated on site or appropriate participation in centralized core area parking facilities should be arranged.
- b. If future improvements to the payment center parking facilities incorporate structured parking, that parking should be located so as not to preclude the possibility of providing ground floor commercial uses along Nevin Ave.

- c. Ground floor commercial uses should be incorporated along Nevin Ave, if financially feasible, when any building improvements to this parcel are made adjacent to the mall.
- d. Any future improvements shall be set back a minimum of 15 feet from Barrett Avenue, and the setback area landscaped to visually screen a parking structure or commercial structure from residences across the street.

Single-Family Neighborhood Sub-area

In order to retain the consistent character established by the existing subdivision, future development in the single-family neighborhood sub-area shall:

- a. retain the existing front, side and rear yard setbacks;
- b. incorporate roofs sloped at a minimum of 3:12; no flat roofs shall be permitted.

Multiple-Family Neighborhood Sub-areas

The multiple-family neighborhoods provide for a number of infill opportunities, particularly in the south and east portions of the Specific Plan area and the half-block boundary on the southwest. In these areas, the existing parcelization will affect the future pattern of development. In many cases, it will be necessary to assemble several parcels in order to achieve minimum size parcels usually required for the higher-density developments established in the Specific Plan. Specific design guidelines for these neighborhoods include:

- a. Parcel assembly is encouraged to achieve larger developments. Development projects that surround but do not incorporate isolated parcels, however, shall be avoided.
- b. Building facades shall be articulated to express the scale and location of individual units within single building complexes to avoid large blank or institutionally scaled walls out of character with the existing grain of development.
- c. Individual unit entrances located along the street facade are encouraged.

General Commercial Sub-area

The general commercial area within the Specific Plan includes the AC Transit facility and the half-block of commercial developments across Macdonald Avenue. Specific Design provisions for this sub-area include:

- a. For the parcels on the north side of Macdonald Avenue at 19th Street, access to the sites should be provided that minimally disrupts righthand turns from Macdonald Avenue onto 19th.
- b. The AC Transit site, if redeveloped with a more intensive use, should be master planned as a single development, to take advantage of the large scale of the parcel. Consideration should be given, at that time, to providing a mixed-use project that incorporates housing onto the eastern boundary along 21st Street in order to improve the residential quality of that street.

SIX: CONSERVATION, RECREATION AND OPEN SPACE ELEMENT

6.1 CONSERVATION, RECREATION AND OPEN SPACE GOALS AND OBJECTIVES

The goals and objectives are:

Goal 1: Establish an open space framework for the City Center that interconnects major landscaped resources, promotes convenient pedestrian circulation throughout the district, and provides adequate and diverse recreational opportunities for residents and employees.

- Provide well-landscaped, direct pedestrian routes from the various City Center sub-areas to BART.
- Provide for an attractive, interconnected pedestrian network that maximizes the amount of visual interest and accessibility to store fronts within the primary retail district.
- Improve the visual quality and pedestrian amenities of the existing open space parks and plazas with appropriate landscape design thereby encouraging increased pedestrian activity in association with that generated by adjacent private development.
- Protect the existing mature trees in Memorial Park and integrate this open space resource with the future adjacent development.

- Provide for the interconnection of the City Center open space resources with the proposed regional trail on the abandoned AT&SF right-of-way.
- Consider the feasibility and appropriateness of community gardens in association with residential development to provide visual open space and recreational opportunities for the residents of the City Center.

Goal 2: Promote the reuse of existing buildings that add to the character of the historic commercial role of the City Center.

- Encourage, when feasible, the retention and renovation of existing buildings with historic architectural merit.

6.2 AREAWIDE CONSERVATION, RECREATION AND OPEN SPACE POLICIES.

The Areawide Conservation, Recreation and Open Space Policies establish a framework for pedestrian and vehicular circulation throughout the Specific Plan area (see Figure 23). The framework includes: a streetscape system of landscaped, pedestrian corridors; a pedestrian network superimposed on the street ROW's; and a number of important plazas or parks integrated into the network.

Streetscape System

- a. The streetscape system should accommodate the anticipated traffic and role of the street while providing an environment attractive to pedestrians to encourage the overall economic activity of the City Center area.

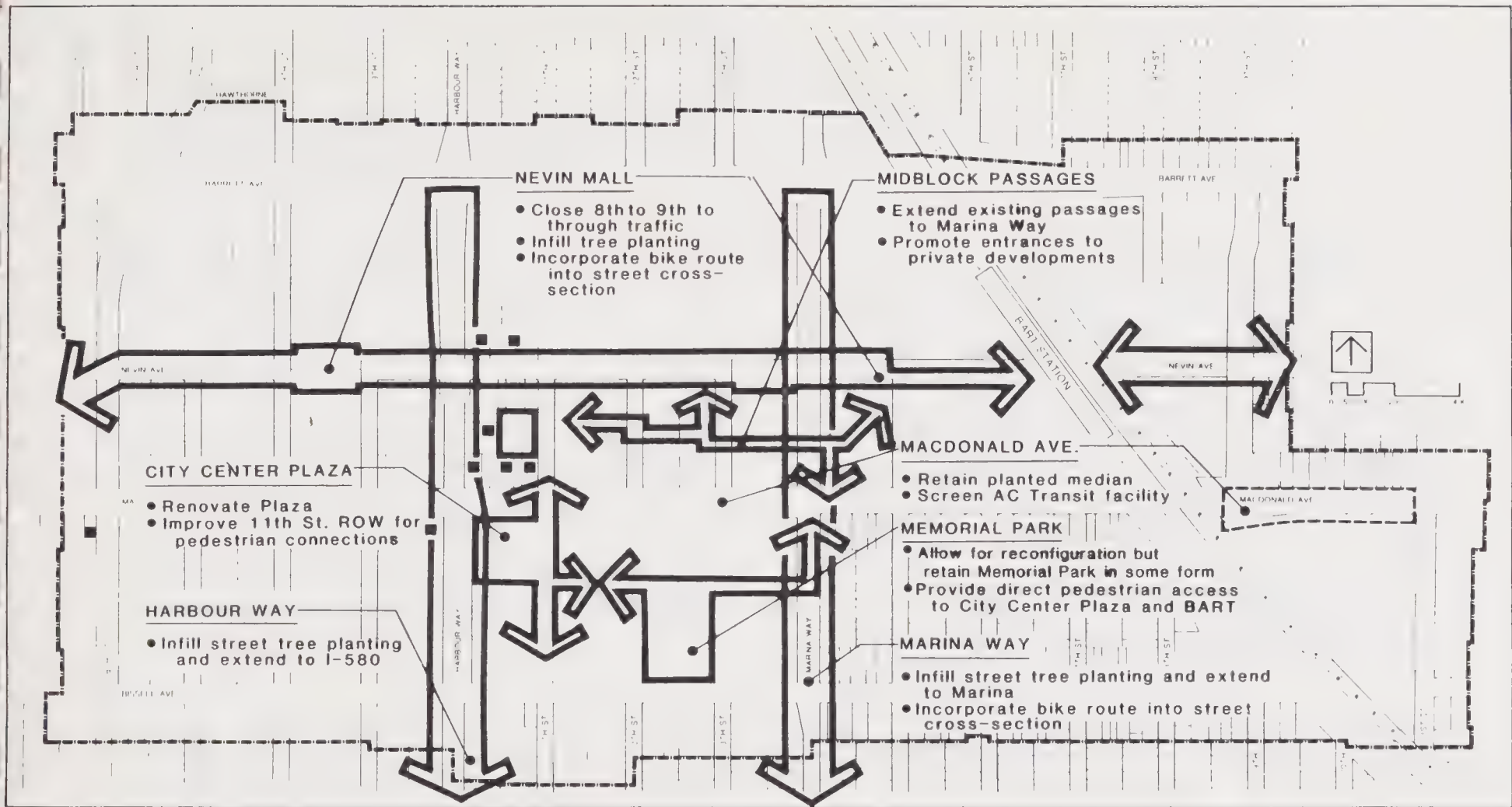


FIGURE 23 AREAWIDE CONSERVATION RECREATION AND OPEN SPACE POLICY DIAGRAM

■ BUILDINGS WITH HISTORIC MERIT

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- b. The streetscape system should provide a strong visual connection between the City Center Area and the new I-580 improvements to reinforce the visual quality of these important traffic corridors.
- c. Streetscape improvements in the City Center area should include screening of unattractive areas such as the AC Transit facility.

Pedestrian Network

- a. The existing and well-organized pedestrian network that serves the Market square area of the Specific Plan area should be extended and integrated into the overall development of the City Center.
- b. The pedestrian network should integrate all major open space resources, major pedestrian destinations, and focus of ground-level retail activity.

Plazas and Parks

- a. The existing City Center Plaza should be renovated when surrounding development warrants.
- b. The City Center Plaza should be supplemented with a range of open space plazas and parks including an improved Memorial Park, and new entry plazas to the BART station designed in connection with adjacent future development.

Buildings of Historic Merit

Buildings of historic architectural merit are identified in Figure 23.

- a. Remodeling of older buildings with historic merit should recognize the original design and remove conflicting signs and partial facade applications which fragment and destroy the unity of the structure.
- b. Additions to historically or architecturally significant structures should be of contemporary design with the size, scale, color, materials, and proportions of windows, doors, floor heights, and exposed structural elements designed to establish a compatible and complementary appearance.
- c. Where remodeling and structural reinforcement are a financial hardship, consider incentives such as City underwritten rehab loans to help maintain the buildings of historic merit in the City Center area.

6.3 SPECIFIC CONSERVATION, RECREATION AND OPEN SPACE POLICIES.

Areawide Conservation, Recreation, and Open Space policies are illustrated in the policy diagram in Figure 23. The policy areas include:

1. Linkages to I-580.
2. Nevin Mall Improvements.

3. Macdonald Avenue Improvements.
4. Memorial Park Improvements.
5. City Center Plaza Improvements.
6. Midblock Pedestrian Passages.

Linkages to I-580

1. Street Landscaping

In order to improve the visual quality of the major circulation access routes that connect the City Center to the new I-580 freeway, it is recommended that a landscape improvement program be initiated for Harbour Way and Marina Way between the City Center and the I-580 corridor.

- Utilize the same tree specie (Platanus Acerifolia - London Plane Tree) as the street tree south along Harbour Way and Marina Way to the I-580 corridor to continue the existing street identification. (See Chapter Four, Circulation and Parking Element, Figure 16.)
- Consider the undergrounding of overhead utility lines along Harbour Way and Marina Way to I-580 as a part of the landscape improvement program.

2. Marina Way Bike Route

- Consider incorporating a designated bicycle lane into the traffic lanes in Marina Way as part of the landscape

improvements to this street. (See Chapter Four, Circulation and Parking Element, Figure 17.)

- Coordinate with the State Parks Department with regard to funding and/or development of the recreational trail designated along the AT&SF right-of-way to help meet the existing need for park space in the southeastern section of the Specific Plan Study area.

Nevin Mall Improvements

1. Closure between 8th and 9th Streets

The Nevin Street ROW between 8th and 9th Streets has been abandoned to the adjacent properties. It is recommended, however, that this area be maintained as a pedestrian and bicycle route connecting the BART station, the City Center retail district and the residential neighborhoods to the west.

- Setback buildings 25 feet from the centerline of the old Nevin Street ROW between 8th and 9th Streets, to maintain a setback consistent with adjacent blocks and to keep the pedestrian and bicycle routes and visual corridor open.
- Require landscape and paving improvements associated with adjacent developments that would retain the pedestrian and bicycle routes across the abandoned ROW and provide a visually attractive environment.
- Exclude automobile traffic (except for emergency or maintenance vehicles) from the abandoned ROW to rein-

force the role of Nevin Street within the central retail district as a service and access road.

2. Street Tree Improvements

In order to reinforce the pedestrian qualities of the Nevin Mall, street landscaping improvements should be required for all new development projects.

- Infill street trees utilizing the same street tree specie existing between Harbour Way and Marina Way.

3. Connection to BART

In order to provide an appropriate entrance to BART and establish a destination along the pedestrian route through the central office/retail core, a major plaza should be incorporated into future development at both sides of the BART Station.

- Provide a gateway plaza (minimum 10,000 square feet) on the eastern side of Marina Way along the Nevin Mall that provides through pedestrian access to BART and the principal entries to development adjacent to the Nevin Mall.
- Provide a gateway plaza (minimum 10,000 square feet) on the western side of 19th Street along the Nevin Mall that provides through pedestrian access to BART and the principal entries to development adjacent to the Nevin Mall.

Macdonald Avenue Improvements

1. Retain Planted Median

In order to maintain the ease and visual quality of the pedestrian connections across the Macdonald Avenue corridor, it is recommended that the traffic medians be retained to provide safety islands and shade.

2. AC Transit Screening

The AC Transit facility is presently visible from Macdonald Avenue and presents an unsightly view that is a detriment to the visual quality of the entire City Center area.

- In association with development at the AC Transit facility, require visual screening by means of a combination of fencing and landscaping to shield the facility from views along Macdonald Avenue.

Memorial Park Improvements

1. Retain Memorial Park

The existing mature trees represent an important open space resource within the City Center area that can provide substantial environmental qualities to both the adjacent development and the entire City Center area (see the Appendix for mitigation measures from the Environmental Impact Report).

- The existing stand of trees should be protected during construction activities and incorporated into the overall planning and design for the Memorial Park project area.
- Future improvements within the park should be determined in association with the kind and character of development of the surrounding project. This could include, for example, a young children's play area in conjunction with a residential development, or more passive, outdoor eating areas in conjunction with commercial office uses.
- If suitable improvements are made within the park in association with the adjacent development, this open space area could be considered to meet the on-site common open space requirements for residential development. (See Chapter Three, Site and Facilities Requirements.
- Consider incorporating Memorial Park within a private development only if the open space remains substantially within public view as a visual open space resource and any security fencing around the Memorial Park is designed to permit public access during daylight hours.

2. Provide Direct Access to City Center Plaza and to BART

The Memorial Park open space will serve the open space and recreation needs of the entire City Center area and is an important element in the overall pedestrian-oriented open space network. In association with future development of the Memorial Park project area, pedestrian circulation should be clearly established.

- Assure continuity in the pedestrian circulation pattern to directly link Memorial Park along a public access route both westerly to the 11th St. ROW and the City Center Plaza, and easterly to Marina Way and then to BART.
- Include landscape and paving improvements to identify the path through the adjacent development. (See Chapter Five, the specific urban design guidelines for this project area.)

City Center Plaza Improvements

1. Renovate and Expand City Center Plaza

The existing City Center Plaza at Macdonald Avenue and Harbour Way represents an important but underutilized open space resource and focus of activity for the entire Specific Plan area. The present improvements do not lend themselves to intensive use but are conceived primarily as a visual garden as an oasis in the urban pattern. The lighting of the plaza is not attractive and the existing fountain is not currently operated. As development in the Memorial Park Project area proceeds and support for retail activities along Macdonald Avenue increases, the City Center Plaza could become a more attractive and utilized open space resource.

If the City Center Plaza is left in its current configurations:

1. the fountain should be removed;
2. maintenance should be increased; and
3. reduction of paved areas should be considered.

The Plaza's current site may also be an important location for future commercial development. If commercial or residential development is proposed on all or part of the site, the displaced open space must be provided within the area bounded by Macdonald Avenue, Marina Way South, Bissell Avenue, and Harbour Way South. Replacement open space shall:

1. be attractive, usable and accessible to the general public;
2. maintain continuity of pedestrian corridors through the City Center;
3. be designed in accordance with a plan approved by the PDRB; and
4. provide a cohesive element between the uses on the site.

Midblock Pedestrian Passages

1. Extend Existing Network of Passages

The existing network of passages potentially interconnects several blocks on the north side of Macdonald Ave.

- Extend this network to the east through to Marina Way and into the BART Station area by requiring ground level passages open to the public through this block.
- Provide that the portals of this passage provide direct continuity with the adjacent pedestrian network.

2. Promote Entrances to Private Development

The existing network of passages is successful as a pedestrian corridor because the adjacent development has established direct pedestrian entrances onto this network.

- Encourage new development along the midblock passages to provide building entrances directly accessible to the passages.

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SEVEN: PUBLIC FACILITIES ELEMENT

The Public Facilities Element of the Specific Plan describes the existing infrastructure framework and identifies the improvements required to serve the proposed development. The Public Facilities Element is subdivided into:

- areawide utilities
- public safety

7.1 PUBLIC FACILITIES GOALS AND OBJECTIVES

The goals and objectives are:

Goal 1: Assure the provision of adequate community facilities to serve the needs of the employees and residents of the City Center.

- Provide for adequate utility services for the new development, and phase the construction of necessary improvements to minimize the economic impacts.
- Consider the location of a new fire station within the City Center to replace Station 7.

7.2 AREAWIDE UTILITIES

It will not be necessary to increase the capacity of the existing areawide utilities in order to serve the development intensity anticipated in the Specific Plan. The minor

improvements necessary to serve the anticipated development are ordinarily provided by the private sector and do not affect the main lines of the existing utilities. The only improvements anticipated are those necessary capital improvements for the ultimate replacement of the existing utilities on a phased program. Those improvements could be phased over a long period of time.

Storm Drainage

There is an extensive existing storm drainage system within the study area with pipe sizes ranging from 8-inch diameter to 54-inch diameter. See Figure 24. After preliminary review, the system appears to be adequate for the existing development. Through drainage from adjacent areas is also being handled by the existing system.

There does not appear to be any major additional storm drain improvements which will be required to support the anticipated development other than catch basins and other minor improvements to serve any particular development area. The conduit sizes appear to be adequate even considering additional runoff. However, the details of the existing storm drains such as the slopes and inverts are not known. Considering the probable age of at least sections of the system, it is recommended that a capital improvement program be established for replacement of at least a portion in the near future. The City had indicated that there may be some localized problem areas, yet specifically undefined, which will need to be dealt with at the time of a proposed project anywhere in the Specific Plan area. There does not appear to be any need for relocations of any of the existing system.

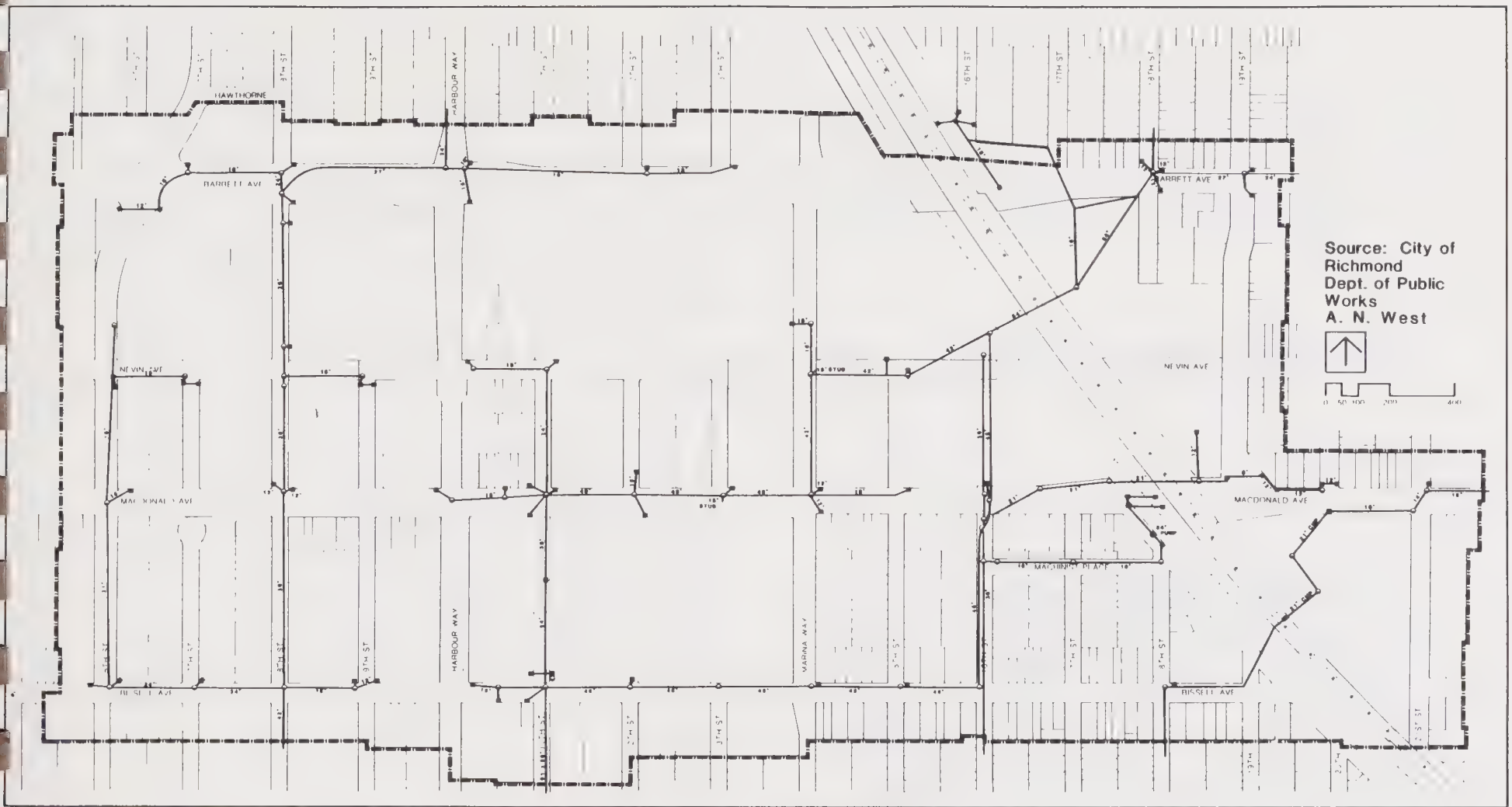


FIGURE 24 UTILITIES - STORM SEWER

- MANHOLE
- DROP INLET
- INNER PIPE DIAMETER
- ⊕ PUMP

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Sanitary Sewers

There is an extensive existing sanitary sewer system within the area, with at least the basic 6-inch diameter sewer in all streets and up to 18-inch diameter and as many as three sewer lines in some streets. See Figure 25. After preliminary review, the system appears to be adequate for the existing level of development. The system also includes sewers from and to adjacent areas.

The existing sanitary sewer system within the Specific Plan area appears to be adequate to handle the anticipated development, using the City's criteria for per capita and peak flow figures for the intensity of development envisioned in the Specific Plan. There does not appear to be any need for relocation of the existing system other than the need to add lateral services to any proposed development as well as any cleanouts or other facilities. The required improvements appear to be minimal. Considering the age of at least a portion of the system, it is recommended that a capital improvement program be established for portions in the near future.

Water System

An extensive water system exists within the Specific Plan area with water lines in every street and pipe sizes ranging from 6 inches to 24 inches. See Figure 26. After preliminary review, the existing system appears to be adequate for the current development. The water district has not indicated any inadequacies or problem areas of the existing system. At this particular point, the need for relocations of the existing system is not apparent. It should be noted, however, because of the age of at least a portion of the sys-

tem, replacements of a portion of the system may become necessary and should be included in a capital improvement program. A particular project, when approved, will have fire flow requirements and probably additional fire hydrants, but it appears that the existing water system will be adequate (also see the Appendix - Water System).

Gas System

An extensive distribution system for natural gas is in place serving the Specific Plan Area. See Figure 27.

7.3 PUBLIC SAFETY

Police Protection Services

There is one central police station within the surrounding study area of the Specific Plan, located at the Hall of Justice. The surrounding study area is patrolled by a minimum of four patrol teams of four officers per 24-hour period, plus cover cars, canine officers and traffic officers. Response time to the area is two to three minutes for emergency calls.

According to the Richmond Police Department, additional police officers and equipment (including a new police car) would be needed to provide services for the level of new development anticipated in the Specific Plan (also see the Appendix - Police Protection).

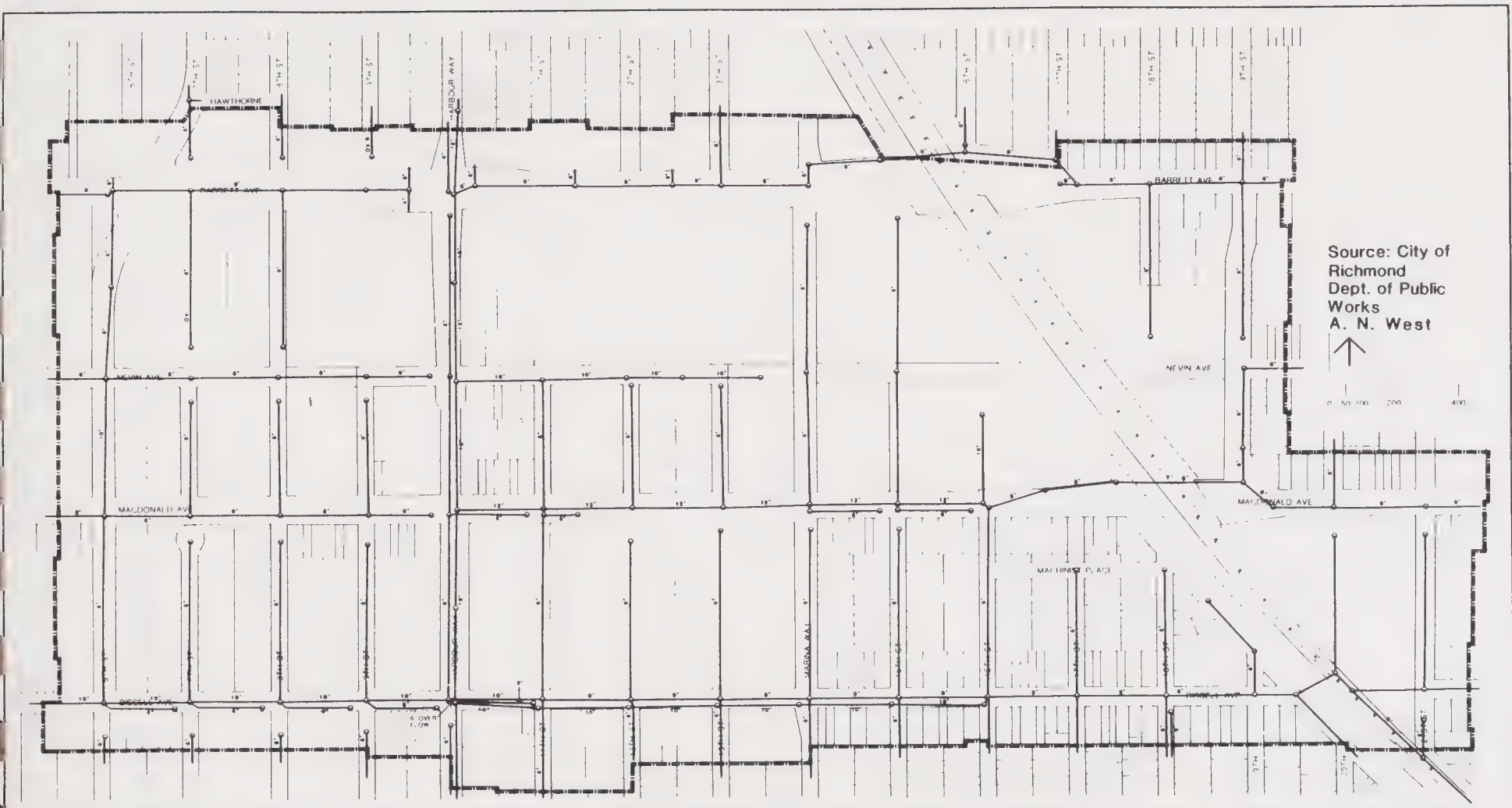


FIGURE 25 UTILITIES - SANITARY SEWER

- MANHOLE
- ORDER OF VACATION
- +— INNER PIPE DIAMETER

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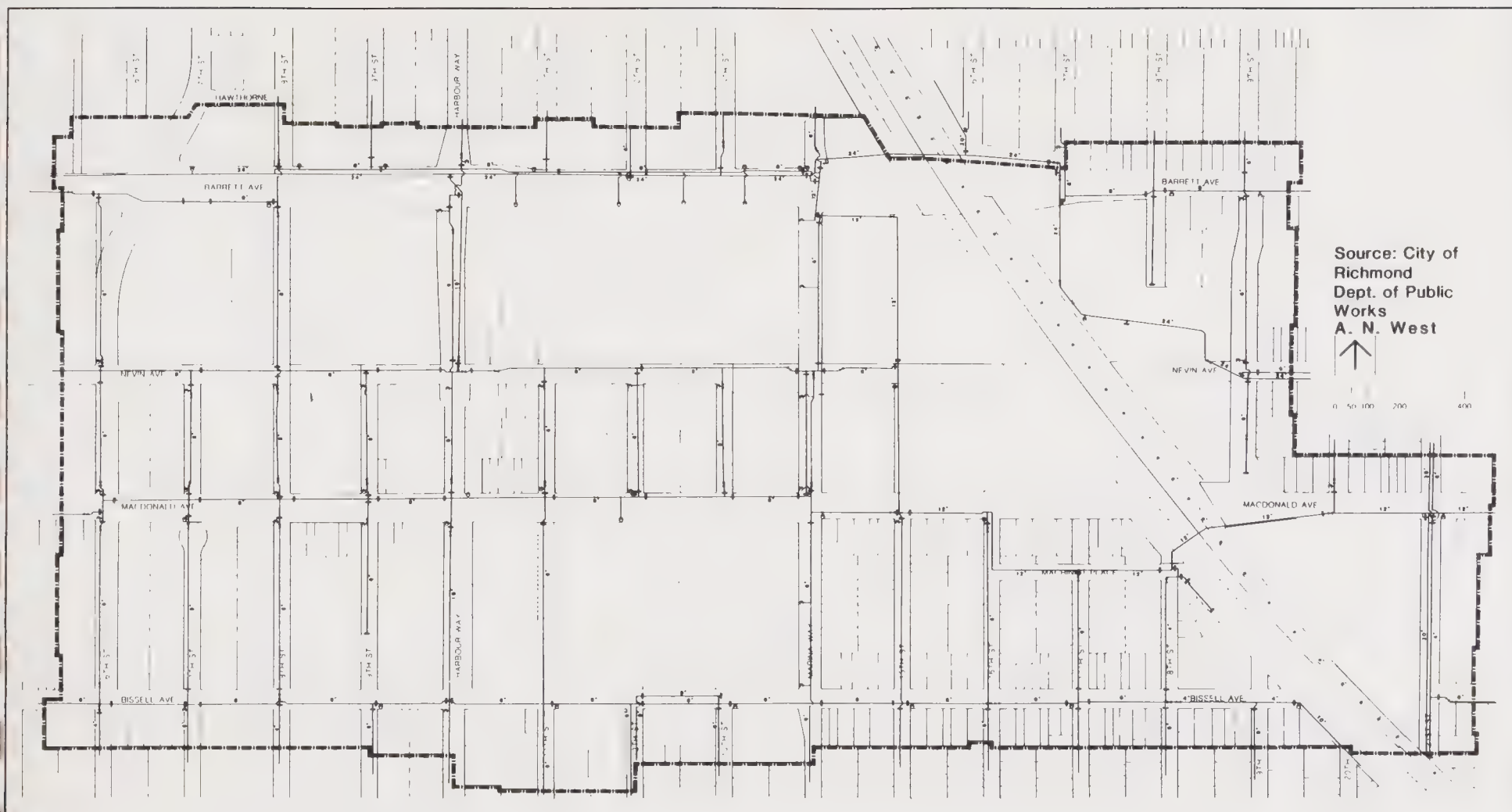


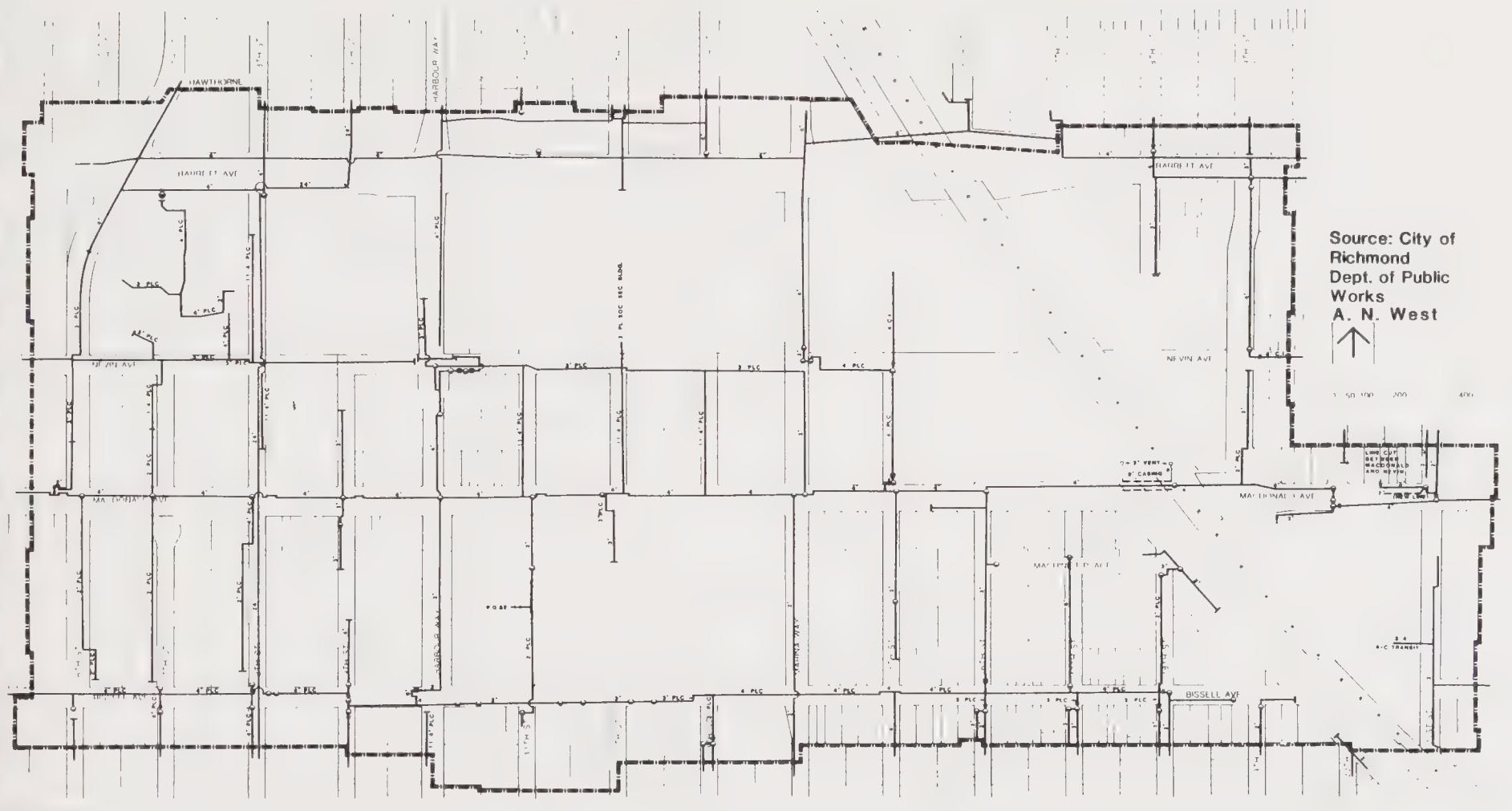
FIGURE 26 UTILITIES - WATER

- FIRE HYDRANT
- ⊕ OPEN GATE COCK VALVE
- ⊖ INNER PIPE DIAMETER
- ⊕ BUTTERFLY VALVE

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Source: City of
Richmond
Dept. of Public
Works
A. N. West
↑

1 50 100 200 400

FIGURE 27 UTILITIES - GAS

- PRESSURE CONTROL FITTING
- INSULATION POINT
- REGULATION STATION
- |— DEAD END

— VALVE

4" PLC INNER PIPE DIAMETER
(PLASTIC)

4" CI INNER PIPE DIAMETER
(CAST IRON)

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Fire Protection Services

There are four stations which serve the Specific Plan area: Station 7 at 1136 Cutting Blvd; Station 6 at 41st Street and Clinton; Station 2 at Hensley and 7th Street; and Station 1 at Washington Street and Park Place. These stations have the following equipment and personnel:

- 7: two-piece pumper company, aerial truck, seven to nine fire fighters, rescue unit;
- 6: single pumper, minimum of three firefighters;
- 2: single pumper, minimum of three firefighters;
- 1: single pumper, minimum of three firefighters.

Response time in the Specific Plan area is about six minutes, 90 percent of the time.

Station 7 is located in an old World War II building at 1136 Cutting Blvd, which should be replaced. The Fire Department would like to relocate this station nearer to Macdonald Avenue to provide better service to that area.

It is anticipated that additional manpower and equipment may be required to provide adequate fire protection services to mid-rise development permitted in the Specific Plan. In addition, the Specific Plan area may be considered as a location for the replacement of Station 7 (see also the Appendix - Fire Protection).

EIGHT: IMPLEMENTATION

8.1 REGULATORY APPROACH

The two major instruments available for regulating development in the City Center are the Specific Plan and Redevelopment Plan. Each of these has benefits as well as drawbacks that are primarily keyed to the range of financing opportunities or political convenience. Adoption as a Specific Plan implies no automatic financing mechanisms but opportunities do exist for funding capital improvements that are detailed later in this chapter. The existence of the Project 10A Redevelopment Plan, covering a portion of the Specific Plan Area, provides the additional benefits of tax increments to fund capital improvements as well as a mechanism for conveniently reparceling the land and avoiding difficulties posed by hold-outs and remnant parcels. A brief description of the opportunities and limitations of these overlying regulatory approaches follows:

Adoption of a Specific Plan

As with general plans, the planning commission must hold a public hearing before the planning agency can recommend that its legislative body adopt a specific plan (Government Code Section 65500). Notice must be published in a general circulation newspaper, mailed to all owners, or posted in three public places, if there is no newspaper available. After approving the draft, the planning commission sends it to the City Council along with the commission's reasons for the recommendation (Government Code Section 65502).

The City Council may adopt a specific plan either by ordinance or resolution (Government Code Section 65507). Adoption by ordinance is common when the specific plan amends a development code, zoning ordinance, or other code, when specific regulatory measures are included, and when local charters require adoption by ordinance. Resolutions (which cover about two-fifths of all adoptions) are commonly used when the plan is more of a policy document, when it includes no specific implementation or regulating measures, such as a zoning ordinance revision or a capital improvement program, and when immediate action is necessary. If the plan lacks implementation or regulatory measures, it is not a specific plan, though it may be called one.

Should the legislative body wish to change a proposed specific plan recommended by the planning commission, the change must first be referred back to the commission for consideration (Government Code Section 65504). If the commission fails to act on the proposed change within 40 days, it is deemed approved. The same procedure applies to subsequent amendment to the plan.

While the majority of specific plans have originated in planning commissions, the law also gives the legislative body discretion to adopt an ordinance or resolution requiring that one be prepared (Government Code Section 65507). Under this process, the legislative body must first refer the draft of the plan to the planning commission for public hearing and consideration. Aside from this early referral, the rest of the adoption process goes on as outlined.

Administration of a Specific Plan

Adoption of a Specific Plan confers broad regulatory powers on the City Council. The City Council may establish rules and procedures and may delegate administrative functions to the planning agency or to another agency (Government Code Section 65550). Many cities and counties have found it effective to administer the specific plan as part of the zoning or municipal code. Such ordinances ordinarily set out the purpose, content, administration, and adoption procedures. Many ordinances simply restate the requirements of state law. Some cities and counties use their ordinances to identify when the plans should be prepared.

The City Council may also establish agencies and boards of review, appeal, and adjustment to assist in administering specific plans (Government Code Section 65551). While the law permits flexibility, nearly all cities and counties with active specific plan programs entrust administration to the planning commission. Boards of adjustment or other bodies are seldom used to handle appeals.

After adoption, the specific plan has an effect similar to the local general plan. The Subdivision Map Act requires the legislative body to deny approval of a final or tentative subdivision if it is not consistent with a general plan or a specific plan only if the local agency has adopted a complete general plan and the subdivision is compatible with the objectives, policies, general land uses, and programs in both plans (Government Code Section 66473.5). Additionally, a development agreement cannot be approved unless the legislative body finds that the agreement is consistent with

the general plan and any applicable specific plan (Government Code Section 65867.5).

Enforcement of a specific plan's provisions varies. Some specific plan ordinances state that any violation of the provisions of an adopted specific plan constitutes a misdemeanor and will be prosecuted accordingly. Other local governments rely totally on community willingness to abide by the terms of the specific plan.

Conformance With the Project 10A Redevelopment Plan

The California Government Code, in its Community Redevelopment Law provisions, provides the means of planning, reparceling and developing lands which have special development problems. Under the provisions of this law, an overall plan must be prepared for the entire area. The plan must designate the type of land use permitted, the location and type of public facilities needed (such as roads, sewers, storm drains and parks), criteria and standards for development, and the various means of financing the program. This has been done for Project 10A.

The Specific Plan has been drafted so that it does not conflict with the Project 10A Redevelopment Plan, but provides additional, more specific, development controls.

The use of the redevelopment powers entitles the agency to finance the program's planning, administration, land acquisition, and development actions by means of tax increment financing. (A further discussion of tax increment financing is provided in the following section on financing methods.)

Because the Redevelopment Plan would continue in effect, along with an adopted Specific Plan, both documents would regulate future development in the City Center. Private landowners could proceed to plan and develop their properties so long as they are found to conform to both plans.

Development and Design Review Procedure

Inherent in the project approval process (see below) is the design review. Design review should not be used only as an adjunct to improve superficial and "cosmetic" aspects, although rejection of distasteful and garish architecture/design and promotion of amenity and attractiveness are clearly needed. Rather, design review should be conceived in the broadest possible terms. It should deal with the entire range of requirements involving the functional as well as the visual and psychological fit of new development in the overall environmental setting. It must deal with the total physical form - buildings, spaces, and channels of movement.

A model ordinance for project review procedure follows:

Section 1: Title, Purpose and Applicability

These provisions shall be known as the Development and Design Review Procedure. The purpose is to describe the procedure for review of proposed facilities in the City Center Area, particularly in areas of unusual visual or development significance that require special design treatment and consideration in regards to their relationship to surrounding development, excluding all single-family dwellings. This procedure shall apply to all proposals for development or any change which is externally visible.

Section 2: Application

Application for development and design review shall be made by the owner of the affected property, or his authorized agent, on a form prescribed by the City Planning Department and shall be filed with such Department. The application shall be accompanied by information including, but not limited to, site and building plans, and visible elevations, as well as other drawings and plans as may be required to allow applicable development and design review criteria to be applied to the proposal.

Section 3: Procedure for Consideration

An application for development and design review shall be considered by a design review organization as established by Ordinance No. 13-86. This design review organization shall include a staff member from the Redevelopment Agency for the review of City Center projects. All other necessary project approvals should be required (e.g., variance, subdivision maps, building permit, etc.)

If the project involves City or Agency-owned land, the development application shall be sent directly to the PDRB, Public Design Review Board (Ord. No. 13-86), with recommendations from the Planning Department and Agency staff. The recommendation of the PDRB is then forwarded to the City Council/Agency for action. If a conditional use permit, subdivision map or similar approvals are required from the Planning Commission, the recommendation of the PDRB shall first be forwarded to the Planning Commission.

Section 4: Development and Design Review Criteria

Development and design review approval may be granted only if the proposal conforms to all of the following criteria, as well as to all other applicable criteria:

- a. The proposed development shall serve to achieve a group of facilities which will be well related to one another and which, taken together, will result in a well-composed urban design, with consideration given to site, height, arrangement, texture, material, color, and appurtenances, the relation of these factors to other facilities in the immediate area, and the relation of the development to the total setting as seen from key points in the surrounding area.
- b. That the proposed development shall be of a quality and character which harmonizes with, and serves to protect the value of, private and public investments in the area.
- c. That the development and design of the proposal conform in all significant respects with the provisions of the City Center Specific Plan and Project 10A Redevelopment Plan.

8.2 DEVELOPMENT MECHANISMS

One of the key provisions of the Specific Plan is the designation of commercial office/retail development for BART land holdings. In addition to providing the necessary parking areas for BART users, significant opportunities exist to more fully develop BART's lands and thereby earn a greater return on the existing public investment. Capital

for supporting public transit has come largely from the Federal Government. These funds are no longer readily available. BART, therefore, must look to the development and management of its existing resources to meet its capital requirements. Joint development of its land holdings presents a significant opportunity to accomplish this purpose.

Joint Development Considerations for BART

Key improvements to the BART land holdings involve opportunities for:

- a. Joint development of commercial office space and/or retail development;
- b. Provision of increased BART-user parking; and
- c. Long-range coordination of development to facilitate a more intensive utilization of public transit.

Program elements will necessarily evolve over time and particular development agreements will result from extensive negotiation between BART and potential developers.

At the present time, there does not appear to be a sufficiently strong market for commercial office/retail development in the City Center to be able to support a land value that could result in replacement of existing BART patron parking in parking structures. So long as this continues, joint development is not likely to be financially feasible. When joint development at the BART station parking lots is proposed, a careful review of the infrastructure capacity should be undertaken to determine if additional mitigation measures should be required.

Capital Improvement Program

There are two basic kinds of financing needs identified in this Specific Plan. The first is the areawide improvements to circulation and utility infrastructure that are within the City Center Area or outside its bounds but directly connected and in near proximity. These include the changes to the roadways and parking, sanitary sewer, water system, and storm drain improvements required to support the intended intensity of development.

The second are improvements to the open space system, including plazas and parks. These improvements are not directly necessary to support adjacent development but are desirable and identified in the various Elements of the Specific Plan. These improvements ordinarily should be coordinated with adjacent development. The potential costs of these improvements will vary dramatically with the specific design program pursued and are not included in the Capital Improvement Program.

Required Areawide Improvements

The major areawide improvements required to serve the development permitted by the Specific Plan fall generally into circulation improvements and utility improvements. A generalized list of improvements is included along with an estimate of the construction costs. The description of improvements required and estimates are shown in Tables 6, 7 and 8.

Table 6 is a summary of the specific circulation improvements necessary to implementation of the Plan. Not all are necessary to all projects, but should be phased to coincide

with the location and access demands of individual projects as they are approved. Table 7 provides a detailed breakdown of the component parts of the cost estimates.

Table 8 recommends a budget for a phased replacement of aging utilities. Engineering analysis should be provided with individual project applications to assure that the minimum necessary improvements are completed to serve an individual project.

Sources of Financing

If the City Center Specific Plan area is to be developed in an orderly manner and in a way ensuring proper utilization of the land supply, means must be found to finance area-serving facilities, such as storm drain improvements, utility improvements, street improvements, and pedestrian and bicycle circulation improvements. These are all needed to serve future commercial office/retail and residential development and, in most cases, are prerequisite for such development. Summarized below are possible methods of financing such improvements. Figure 28 identifies the recommended and alternative sources for funding for improvements identified in the capital improvement program.

No source of financing has been identified for other physical improvements identified in the provisions of the Specific Plan but not included in the Capital Improvements program. These improvements include:

- on-site parking, landscaping and maintenance of open space included within development areas are assumed to be the responsibility of the specific project developer.

TABLE 6

PLANNING-LEVEL COST ESTIMATES FOR BUDGETING PURPOSES

Capital Improvement Program: Circulation Elements

Estimated Planning-Level Costs - summarizes planning-level estimates of capital costs to implement the widenings discussed above, including land acquisition and construction items. The estimates were derived from current cost data for site work, and include street trees, sidewalk/curb/gutter, lighting, pavement, and markings and signage, as well as contingencies, design, and construction administration. Land acquisition cost was estimated at \$5.00 per square foot for the purposes of this analysis.

Item	Notes	Estimated Cost (in 1987 Dollars)
1. Widening of Macdonald Avenue: 9th St. to 16th St.	a	\$530,000
2. Widening of Harbour Way at Macdonald Avenue	b	\$57,000
3. Signalization Improvements: Macdonald Avenue at Harbour Way	c	\$70,000
4. Signalization Improvements: Macdonald Avenue at Marina Way	c	\$70,000
5. Signalization Upgrades: Macdonald Ave. at 12th St.	d	\$100,000
6. Roadway Improvements to I-580 Linkages:		
a. Harbour Way, Macdonald Avenue to Cutting Blvd.	e	\$462,000
b. Marina Way, Nevin Avenue to Cutting Blvd.		\$252,000
7. Surface parking lots on Redevelopment Agency land to support development in Central Core	f	(to be phased with development demand - not estimated)
8. Parking structures on Redevelopment Agency land to support development in Central Core	g	not anticipated within the next 5 years

Notes:

- a. To maximize street parking on the north and south sides and two lanes of moving traffic on each side of the traffic median at peak hours.
- b. To provide left-turn pockets on Harbour Way and upgrade the traffic signal.
- c. To improve turning capacity.
- d. To make signal fully operational to improve the 12th Street traffic access to Macdonald Avenue from new and existing development, given increased through-traffic on Macdonald Avenue.
- e. This includes the cost of necessary right-of-way acquisition estimated at \$5.00 per square foot.
- f. Assume \$1,100-\$2,500 per space to upgrade lots until parking structures are warranted (depending on landscaping).
- g. Assume \$7,500 per space for above-grade structures. The total parking program envisions up to 2,670 additional parking spaces in a structure operated by the City's parking district. The total preliminary planning-level cost estimate would be \$20 million for the entire 2,670 projected demand. This, however, would be phased over a very long time and no structured parking spaces are anticipated to be built in the next five years.

TABLE 7

DETAILED ESTIMATED COSTS FOR STREET IMPROVEMENTS

Street Segment	Units (Feet)		Unit Cost 1987 Dollars/l.f.		Total Cost (1987 Dollars)		Total	Total By Street
	Length	Width	Land ^a	Construction	Land	Construction		
MACDONALD								
16th to Marina	800	8	\$40	\$150 ^b	\$32,000	\$120,000	\$152,000	
Marina to Harbour								
North	800	6	30	150 ^b	24,000	120,000	144,000	
South	1,050	8	40	150 ^b	42,000	157,500	199,500	
Harbour to 9th	175	8	40	150 ^b	7,000	26,250	33,250	
								\$ 528,750
HARBOUR								
Intersection at Macdonald	300	8	\$40	\$150 ^b	\$12,000	\$45,000	\$57,000	
Macdonald to Ohio	1,600	12/6	60	150 ^b	96,000	240,000	336,000	
Ohio to Cutting	2,100			30 ^c		126,000	126,000	
								\$ 519,000
MARINA								
Nevin to Bissell	1,000			\$30 ^c		\$60,000	\$60,000	
Bissell to Ohio	1,200			30 ^c		72,000	72,000	
Ohio to Cutting	2,000			30 ^c		120,000	120,000	\$ 252,000
					\$213,000	\$1,086,750	\$1,299,750	\$1,299,750

Source: Wilbur Smith and Associates, August 10, 1987

Notes:

a. Land Cost estimated at \$5/s.f.

Unit Cost aggregated as follows:

Item	1987 \$/l.f. For One Side of Street	
	(b)	(c)
Street Trees	15	15
Sidewalk/Curb/Gutter	25	
Lighting	30	
Pavement	20	
Markings/Signage	3	3
Subtotal	93	18

Item	1987 \$/l.f. For One Side of Street	
	(b)	(c)
Construction Subtotal	93	18
Contingencies (30%)	28	6
Design (15%)	14	3
Construction Mgmt. (15%)	14	3
Total	149	30

TABLE 8

PLANNING-LEVEL COST ESTIMATES FOR BUDGETING PURPOSES

Capital Improvement Program: Utility Elements

Item	Notes	Estimated Construction Cost (in 1987 Dollars)
1. Storm Drainage	a	\$200,000
2. Sanitary Sewer	a	\$175,000
3. Water System	a	<u>\$310,000</u>
Subtotal		\$685,000

Notes:

- a. Considering the age of portions of the existing utility systems and the possibility of localized problem areas, it is advisable that the City institute a capital improvement program for the ultimate replacement of portions of the existing systems on a phased program. These improvements could be phased over a long period of time. These preliminary, planning-level cost estimates are to upgrade a portion of the main utility systems over the next 5 years.

FIGURE 28
SOURCES OF FINANCING

	GENERAL FUNDS	GENERAL OBLIGATION BONDS	TAX INCREMENTS	REIMBURSEMENT BONDS	ASSESSMENT DISTRICT	- DRAINAGE DISTRICT	- OPEN SPACE	- BRIDGES AND SEWER FACILITIES	- STREETS AND MAJOR THOROUGHFARES	- PARKING AND HIGHWAYS	- OTHER DISTRICT	MELLO-ROOS	DEVELOPER'S FEES	CALIFORNIA GAS TAX FUNDS	TDA FUNDS
SPECIFIC PLAN AREA IMPROVEMENTS															
- STREET EXTENSIONS (11TH, 12TH, 13TH)	O	O	O	O				O			O	●	O		
- STREET WIDENING AND SIGNALIZATION	O	O	●	O			O	O			O		O		
- PARKING FACILITIES	O	O	●						●		O	●			
- STORM WATER IMPROVEMENTS	●	O	O	O		O					O	O			
- SANITARY SEWER IMPROVEMENTS	●	O	O	O		O					O	O			
- WATER SERVICE IMPROVEMENTS	●	O	O	O						O	O	O			
- OPEN SPACE AND PARK IMPROVEMENTS	O	O	●			O					O	●			
I-580 LINKAGE IMPROVEMENTS															
- PROPERTY ACQUISITION	O	O	●	O				O	O		O				O
- STREET WIDENING AND RESTRIPIING	O	O	●	O				O	O		O		●		O
- BIKE ROUTES	O	O	●					O	O		O		●		O
- STREET LANDSCAPE IMPROVEMENTS	O	O	●	O				O	O		O				O

● RECOMMENDED SOURCES
O ALTERNATIVE SOURCES

- renovation of Memorial Park that should be included with the adjacent redevelopment of the surrounding project area.
- renovation of City Center Plaza for which detailed design plans should be prepared and work completed in connection with adjacent private sector redevelopment.
- landscape improvements and utility undergrounding as a part of a district-wide program for Harbour Way and Marina Way between the City Center and I-580.

General Funds

The City Council could appropriate monies from its general fund, via the annual Capital Improvement Program, to responsible departments, including the Department of Public Works and the Department of Parks and Recreation.

General Obligation Bonds

The capital improvement programs also can be financed by issuance of general obligation bonds by the responsible government exclusively for this purpose. However, this alternative applies only to improvements on lands in the ownership of the responsible government, because general obligation bonds are a liability of the community and are payable from general fund monies.

This method also is less desirable than several other financing options. One of the disadvantages of general obligation bond financing is the requirement for two-thirds voter approval. Although general obligation bond propos-

als have been highly successful in California, the time required to pass such a proposal, as well as the uncertainty, can cause operational problems.

State Community Redevelopment Law

This Act allows communities to utilize tax increment financing to carry out redevelopment activities, by applying tax increment obtained in the project area to finance planning, administrative, acquisition, and improvement activities. The Act permits a redevelopment agency to finance land acquisition for public purposes, construction of public facilities, such as roads, parks, and sewers, and administrative, legal, planning, and engineering costs related to the project. The redevelopment agency would issue bonds to finance project area improvements and administrative costs, and would apply the tax increments derived in the project area to pay the debt service on the bonds. Tax increments are those tax revenues produced in an area in excess of the revenues produced at the time the area is declared a redevelopment project. The excess revenues thus produced are used to pay off bonds used to finance the expenses of the redevelopment process such as administration, planning, acquisition, and construction of public facilities. Projected development could provide a revenue base from which to finance improvements.

Reimbursement District

Under Articles 5 and 6 of the California Subdivision Map Act fees can be collected to cover the costs of public improvements including roads, bridges, drainage and sanitary sewer facilities. Under these provisions, the City could enter into an agreement with the developer to reimburse

him or her for that portion of improvement costs equal to the difference between the amount it would have cost the developer to install improvements to serve his or her property only and the actual cost of such improvements. The City would then reimburse the developer by levying a charge on any real property similarly benefited or by establishing and maintaining a local benefit district to levy and collect charges or costs from other benefited properties. It appears possible, under this approach, to defer payment of charges or costs by other benefited properties until such property is developed.

Assessment Districts

California law authorizes a variety of assessment procedures which could be employed to finance area improvements. These assessment procedures potentially can be applied to finance construction of roads, bridges or grade-separated crossings, flood protection facilities, storm drainage facilities, and open space. They can also be used to provide maintenance services or other specialized services, such as transit. Assessment district procedures provide an equitable way of assigning costs because they operate directly on benefited properties and are based on assessed valuation. With the passage of Proposition 13, the use of assessment procedures has special relevance in a commercial area since many recent fiscal analyses have concluded that residential properties are, or will be, paying an increasing portion of the tax burden.

The procedures for establishing assessment districts, however, vary substantially depending on pertinent enabling legislation. In some instances, the City can establish the district, in other instances approval by registered voters in

the area is needed, while in still other instances approval by a majority of property owners is mandated. Thus, the potential application of assessment procedures depends on the initiation and formation procedures required, and by attitudes toward mandatory participation. A summation is provided below of the more relevant assessment procedures. These are discussed by the type of improvement or service financed by the procedure.

Drainage and Sewer Facilities. Section 66410-66499.30 of the Government Code and the Subdivision Map Act of Government Code Sections 66483-66484.5 authorize payment of fees to defray the costs of building drainage facilities for the removal of surface and storm waters from local and neighborhood drainage areas. To enact fees, an ordinance requiring payment of fees must be in effect for a period of at least 30 days prior to the filing of a tentative map (or parcel map if no tentative map is required). The ordinance refers to a drainage or sanitary sewer area which contains an estimate of the total costs of constructing the local drainage or sanitary sewer facilities required in the plan. The governing body is the legislative body that has adopted the drainage or sanitary sewer plan.

The cost to be imposed, whether actual or estimated, is based upon the findings of the legislative body, that subdivision and development of property within the planned drainage or local sanitary sewer area will require construction of the facilities described in the plan.

Open Space. An Open Space Maintenance District is authorized in Sections 50575-50620 of the Government Code. The district may employ necessary labor and provide the required materials and equipment to maintain and to

operate planned open space and recreation areas. Formation may be initiated by petition of at least 25 percent of the landowners in the proposed district. Alternatively, if the legislative body determines that the district is in the public interest, it may adopt an ordinance of intention, with protest by more than 50 percent of the landowners terminating the proceedings. The City must have complete charge, supervising and controlling all open areas maintained. The body may appoint an advisory board composed of five property owners within the district; advisory board members serve without compensation for three-year terms, and may make recommendations to the legislative body with respect to maintenance and operation of open areas.

The City may levy an annual ad valorem special assessment assessed on the valuation of taxable land and improvements within the maintenance area. The amount of this levy, though, is limited.

Bridges and Major Thoroughfares. Section 66484 of the Government Code authorizes design, acquisition of rights-of-way, administration of construction contracts and actual construction. Local ordinance must refer to the circulation element, of the General Plan (or Specific Plan if it is incorporated by reference into the General Plan) and to the provisions of such element, which identify those major thoroughfares whose primary purpose is to carry through-traffic and to provide a network connecting to the state highway system (e.g., Macdonald Avenue, Barrett Avenue, Harbour Way, and Marina Way). If one half of the owners within the area of benefit reject the improvement, then proceedings are abandoned. The local ordinances may require the payment of a fee as a condition of approval of a final map or as a condition of issuing a building permit. An

ordinance adopted pursuant to this section may provide for the acceptance of consideration in lieu of payment of fees. The agency imposing fees may incur an interest-bearing indebtedness for the construction of bridge facilities or major thoroughfares.

Streets and Highways. Section 22585-22594 of the Streets and Highway Code allows the City to construct or install improvements and to provide for the maintenance or servicing of those improvements. The assessment district is initiated by legislative resolution. Proceedings for the assessment may be abandoned if there is a majority protest representing property owners owning more than 50 percent of the area of assessable lands within the proposed district. A four-fifths vote of all legislative body members can overrule the protest.

Other Improvements. Special Municipal Tax Districts are authorized under Sections 60000-60160 of the Government Code. The district created can maintain and operate any public improvement (for example, the City has established a parking district presently serving the City Center area. The governing body may appoint officers and employees for the district as it deems necessary. Officers and employees serve at the pleasure of the legislative body and are not subject to civil service compensation. Formation is initiated by a petition of residents living within the proposed district. Ten percent of the registered voters within the proposed district must sign the petition. The legislative body adopts a resolution of intention and, if no objections are sustained, submits question of formation of district and levy tax to residents of the district. A majority vote in favor

of the district allows the legislative body to declare the district formed and levy the special tax. The district has the authority to levy taxes upon taxable property.

Other Special and Assessment and Bonding Acts. A host of other assessment district acts exist in California, many of which could be used in the area. These include: The Improvement Act of 1911; the Municipal Improvement Act of 1913; the Parking District Law of 1951; and the Pedestrian Mall Law of 1960. All of these allow for the issuance of bonds to represent unpaid assessments. This allows the owner to pay lien to installments over the period of years the particular bond act and proceeding use provides. The bonds themselves can be issued against single owners or against a group of owners.

The Mello-Roos Community Facilities Act

The Mello-Roos Community Facilities Act was enacted by the state legislature in 1982 and became effective on January 1, 1983. The Act allows cities, counties, public corporations and districts to levy a "special tax" to pay for any public capital facility local government has authority to build, with some minor limitations.

The Act contains broader authority than the various special assessment procedures and the tax revenues can also be used to pay for the annual operation and maintenance of additional:

- police protection;
- fire protection including paramedic services;

- park, parkway and recreation maintenance and services, library services; and
- flood control services

Finally, the Act established procedures whereby the local agency may issue bonds which are backed by the special tax.

Experience thus far indicates that the Mello-Roos Act will become primarily a method of financing public capital facilities serving new development. While the Act is less powerful in fully developed areas, it has modest promise even there.

The Act provides that the imposition of the special tax must be approved by two thirds of the votes cast upon the question at an election held within the Mello-Roos District. If fewer than twelve registered voters reside within the District, the vote must be by the land owners of the proposed district with each land owner having one vote for each acre, or portion thereof of land that he or she owns within the District.

The Act does not specify how a special tax is to be apportioned. However, Proposition 13 clearly prohibits the use of ad valorem property taxes or real estate transfer taxes. Furthermore, state statutes prohibit or severely penalize local income taxes, sales taxes, alcoholic beverage taxes and several other kinds of taxes. Thus far, Mello-Roos tax levies have been based on property characteristics such as a specific levy for a residential unit, commercial acreage or industrial space.

Once the special tax has been approved at the election, the city by ordinance may levy the special tax at the rate and apportion them in the manner specified in the resolution called the election. The city may levy the special tax at a lower rate if it deems the funds sufficient to carry out the necessary purpose.

The special tax may be collected in the same manner as ordinary ad valorem property taxes are collected and further may be subject to the same penalties and the same procedure and sale in case of delinquency as provided for ad valorem taxes. ¹

The Mello-Roos Act provides that bonds can be issued to pay for any public capital facility needed because of a development or rehabilitation occurring within the District. A capital facility is defined to be any tangible or real asset with an expected life of over five years.

In addition, the legislative bodies of two or more local agencies may enter into a joint community facilities agreement or a joint exercise of power agreement to exercise any power authorized by the Act if the legislative body of each body adopts a resolution declaring such a joint agreement would be beneficial to the residents of the entity. A party to the joint exercise of power agreement may use the proceeds of any special tax or charge levied pursuant to the Act to pay debt service on any bonds or other indebtedness issues under the Act to provide facilities or services which that contracting party is otherwise authorized by law to provide, even though another part to the joint exercise or powers agreement does not have the power to provide those facilities.

Finally, a Mello-Roos Community Facilities District may be established in conjunction with a redevelopment agency to undertake new public projects of joint benefit. In such cases, tax increments may be used to pay all or a portion of the debt service on the bonds thereby offsetting all or a portion of the special taxes which were approved at the required election.

Mello-Roos bonds tend to be viewed as having many similarities to assessment district bonds. However, special assessments cannot be used for school, police or fire stations, libraries and other similar infrastructure type facilities of general benefit, but which lend themselves very much to this new form of public finance.

An obvious disadvantage to the use of a Mello-roos bond issue in the lengthy formation and election requirements. For this reason it is currently believed that these types of bonds will be most frequently used in new development areas where a single or small number of land holders control the hearing, protest and election proceedings. However, a properly formulated and popular local project should be able to overcome the two thirds election vote requirement.

Developers Fees

Developers fees are exactions from a developer collected by the permitted agency for the purposes of recovering necessary costs that result directly from the development. Developers fees are similar to permit fees collected by a regulatory agency for plan review or by a service agency for a utility hookup. They are adopted by ordinance and can

be amended to reflect escalation in direct costs associated with provision of the public service.

Recent amendments to the Specific Plan Law allow cities and counties to charge developers seeking governmental approvals a prorated fee based on the benefit received from the plan (Government Code Section 65453(a)). The planning department must submit a complete breakdown of the cost of developing the plan to the legislative body at the time of adoption in order to take advantage of this provision. The fees must be structured so that they defray, but do not exceed, the cost of preparing the plan. While the law provides no direction fees, may be prorated in two ways. They may be assessed based on the density or total number of units allocated for a particular parcel, as shown on the adopted specific plan. Or, for commercial and retail uses, the fee could be based on gross acreage or total square footage of the structure. For multiple-use projects, both alternatives can be used to prorate fees.

In addition, it may be possible to establish a fund for the periodic review and update of the Specific Plan. Since the Plan provides for a periodic assessment of the development provisions (and especially their impact on the circulation system) it can be argued that this review and update constitute an essential part of the plan preparation and therefore are subject to reimbursement under the provisions in Government Code Section 65453(a). An estimate of the costs should be included, however, at the time of the adoption of the Specific Plan in order for these costs to be reimbursed by the developer's fees.

State Support

State Gas Tax Funds

These funds can be applied to construction, improvement and maintenance of streets and other vehicle-related facilities. They are limited to capital improvements rather than operations and maintenance but can be applied to local street improvements or to transit improvements.

As provided under SB1100 (1971), these funds also can be used for construction of separate bicycle lanes along State highways which conform to local general plans for development of such facilities. Acquisition of real property for such purpose also is eligible. The funds can be used as well as acquire lands adjoining or near highways, for park purposes, and to provide for maintenance of such parks. As provided under SB36 (1972), funds could be allocated from the State Gas Tax Funds to cities and counties for use in construction of bicycle lanes along local streets and roads. These provisions may apply to acquisition and development of the proposed trails in the open space corridors as provided in the Plan.

TDA Funds

As provided under the Transportation Development Act of 1971, revenue based on a percentage tax rate on gasoline can be used in improving and operating public transportation and highways. There is also an allocation of a portion of the general sales and user tax by the State to counties for local transportation. These funds can be applied to capital improvements.

1

NINE: APPENDIX

MITIGATION MEASURES IDENTIFIED BY THE ENVIRONMENTAL IMPACT REPORT WHICH ARE NOT ALREADY INCLUDED IN THE SPECIFIC PLAN OR IN EXISTING POLICIES AND REGULATIONS

9.1 LAND USE

1. Install adequate lighting in Memorial Park for public safety purposes. This lighting should be designed in such a manner as not to disturb nearby residents.
2. Limit park use to daytime hours. The park should be closed to the public after 10:00 p.m.
3. Prohibit the use of radios and other sound equipment at high volumes in Memorial Park.
4. Establish a program of ongoing park surveillance, which could consist of frequent patrolling by the Richmond Police Department, augmented by neighborhood watch groups.

9.2 PLANS AND POLICIES

5. To provide for consistency in implementing the Specific Plan, the areas along both sides of Barrett Avenue, east of the Southern Pacific tracks, should be rezoned to Residential Medium Density (RMD) and High-Rise Residential (R-3), and the two parcels abutting the BART station and tracks should be rezoned to Central Business (CM).

9.3 TRANSPORTATION

6. Nonstructural methods are available to mitigate the impacts of the project and are referred to as Transportation System Management (TSM) measures. One such measure is the use of alternative modes of transportation. Employers could encourage their employees to use public transit by providing information on the various systems and possibly selling transit passes on-site or subsidizing their sale to employees who do not drive. In addition, employers could encourage the formation of carpools and vanpools for those employees who cannot, or will not, use public transportation. Preferred parking locations for carpools and vanpools would help encourage the practice. If the individual offices were too small to match motorists successfully, the system could be implemented on a wider basis to encompass an entire building. Finally, the employers could institute flex-time (employees do not all arrive and leave at the same time), thus lessening the peak-hour load.
7. Bus stops should be well marked, and the major ones should have benches or shelters. If appropriate, new stops should be created near the major development areas. Access to the stops should be clearly marked and convenient for pedestrians.
8. In order to help meet forecast parking demand, a total of 340 additional spaces should be provided at the facility at Nevin Avenue and Marina Way.
9. To promote pedestrian safety, crosswalks should be provided at every intersection and should be clearly

marked. Signals should provide pedestrian phases to allow safe pedestrian crossings and to minimize traffic impacts on pedestrian safety. Also, connections between areas of similar or complementary uses should be clearly marked. The major development areas should be constructed in such a way that direct access to BART is assured.

10. Newly constructed sidewalks should be a minimum of five feet wide. This includes the sidewalks in the infill residential areas. In commercial areas such as MacDonald Avenue, Harbour Way, Marina Way, Nevin Avenue, 23rd Street, and Barrett Avenue, the sidewalks should be wider than five feet, with five feet reserved for pedestrian motion and the rest used for landscaping, light poles, signs, garbage cans, benches, and other stationary objects.
11. To encourage the use of bicycles, employers should provide bicycle parking in their buildings or in parking lots and structures, and secure bicycle parking racks should be provided outside retail outlets; possible parking locations in the residential areas should be determined. Also, streets should be signed or marked so that motorists realize that there could be bicyclists traveling along the roadway.

9.4 FIRE PROTECTION

12. Self-contained breathing apparatus, hose packs, and forcible entry equipment should be accessible in mid-rise buildings within the Specific Plan area.

9.5 POLICE PROTECTION

13. As determined through negotiations with the Redevelopment Agency, a portion of the anticipated increased tax revenue generated by new development in the Specific Plan area would be allocated to the City to cover the cost of additional officers and equipment needed to serve the Specific Plan area adequately.

9.6 SCHOOLS

14. Under Assembly Bill 2926, a developer must reach an agreement with the Richmond Unified School District to provide funding of \$1.50 per square foot of residential space and \$0.25 per square foot of commercial space for the provision and maintenance of school buildings. According to the School District, these funds would not be adequate to fund the necessary expansion of school facilities. Therefore, the School District should meet with prospective developers to negotiate for additional funds prior to project approvals, thus providing for the costs of expanding school facilities.

9.7 WATER SYSTEM

15. Water conservation measures should be incorporated into new development to help mitigate the impact of additional water service demand on EBMUD's water supply. EBMUD encourages the use of equipment, devices and methodology for plumbing fixtures and irrigation that will provide for long-term efficient water use. EBMUD also encourages selection of low-water requiring plants, use of inert materials in landscaping,

and that turf be confined to recreational areas. EBMUD has a water conservation office with landscape specialists available to assist in the planning of development.

9.8 GEOLOGY AND SEISMICITY

16. To reduce the potential for property damage and human injury, a geotechnical report should be prepared by a registered engineering geologist for each building proposed within the Specific Plan. This report should estimate the maximum credible ground acceleration and the potential for liquefaction at the site and recommend design features to decrease these hazards. The recommendations of the geotechnical report should be a condition of approval of the building permit.
17. To prevent human injury, all suspended ceilings, light fixtures and wall hangings should be securely fastened in new buildings within the project area.
18. To reduce seismic hazards to residents and workers of the project area, an emergency response plan which gives evacuation directions, and the locations of nearby shelters and life service providers, plus other disaster response plans, should be posted in all newly constructed buildings in the Specific Plan area.
19. To decrease potential erosion impacts, grading for project construction in the project area should occur during the May to October dry season. Graded areas should be revegetated or covered by impervious surfaces before the onset of winter rains.

9.9 HYDROLOGY

20. To minimize the potential for local ponding of water on streets during dewatering, all groundwater should be discharged directly into the storm drainage system.
21. To prevent the seepage of groundwater into building basements, special drainage facilities to drain groundwater away from the foundations should be constructed on all buildings with subsurface levels. Subsurface levels should also be adequately waterproofed.
22. To reduce the amount of dewatering, excavation for buildings should occur during the late summer (August to October), if possible.
23. Should multiple subsurface levels be included as part of any structures to be constructed in the project area, settlement should be monitored during dewatering to prevent damage to foundations of nearby buildings. If unacceptable amounts of settlement occur, as determined by the City Engineer, a mitigation program should be developed and applied.

9.10 AIR QUALITY

24. Require planting of disturbed areas if construction activity is postponed, to reduce nuisance dusts.

9.11 NOISE

25. Subject to the results of the required acoustical analysis, residential development should generally be

avoided in areas where noise levels exceed 75 dBA (Ldn). Based on the results of this analysis, building setbacks might be required near the BART/SPRR tracks. Outdoor areas should not be placed in those areas where the noise levels exceed 75 dBA (Ldn). Office and retail uses should be emphasized wherever these noise levels are anticipated.

Where noise levels exceed 65 dBA (Ldn), residential buildings (for those units directly facing the noise source) would most likely need to be designed with fixed windows¹ and mechanical ventilation. Where noise levels approach 75 dBA (Ldn), a development design which would effectively minimize noise impacts would be one where buildings are oriented so that they completely enclose or surround an atrium in the center of the development. Balconies should be avoided on the sides of buildings facing the noise source. Noise-sensitive rooms such as bedrooms should be located away from the portion of units facing the noise source; to the extent feasible, hallways, lobbies or other less noise-sensitive uses should be located in the portion of the building facing the noise source.

26. To minimize the potential for noise compatibility problems, residential development proposed along Bissell Avenue (between Marina and Harbour Ways) should be designed to be compatible with the adjacent office and park uses. Such design measures could include locating active play areas as far from residential buildings as possible and maximizing separation between uses. In addition, where multi-story development would be located adjacent to existing single-family homes, they should be designed to provide a gradual

transition in building heights as well as minimize loss of privacy at single-family homes (e.g., use of screening landscaping).

27. Wherever construction noise is found to affect existing and/or future residents adversely, equipment used for project construction should use noise-control techniques (improved mufflers, equipment redesign, use of silencers, ducts, and mufflers) in order to minimize construction noise impacts.
28. Infill residential development should be encouraged to occur away from major arterial streets, such as Marina Way and the BART/SPRR tracks, where exterior noise levels would be more suitable for residential development.

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